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ABSTRACT

Of the 48 members of the Commonwealth, 28 have a population of under 2 million. This handbook is intended for senior personnel in ministries of education in small states, including those with responsibility for the management of personnel, finance, and physical resources. Major themes related to educational administration in small states are presented in seven chapters: (1) the senior education administrator in small states; (2) managing time; (3) recruiting and managing staff; (4) appraisal; (5) directing curriculum development; (6) professional development; and (7) administering educational resources. Each chapter consists of two main parts. The first raises and discusses specific issues that emerge from the chapter theme and their effects on education systems in small states. The second part of each chapter is devoted to follow-up activities that pose problems and suggest tasks that are associated with the theme and the issues raised. Practical research, case studies, and suggestions are intended to stimulate discussion and inquiry into local administrative and operational procedures. (35 references) (MLF)

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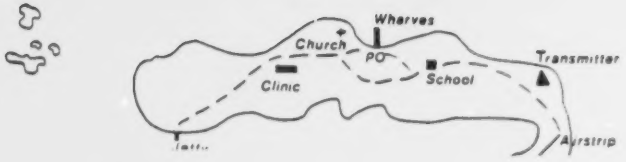
The Multi-functional Administrator



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Educational Development in the Small States of the Commonwealth

EA 023 542

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The Multi-functional Administrator

Educational Development in the Small States of the Commonwealth

Charles J Farrugia and Paul A Attard

Education Programme
Human Resource Development Group
Commonwealth Secretariat

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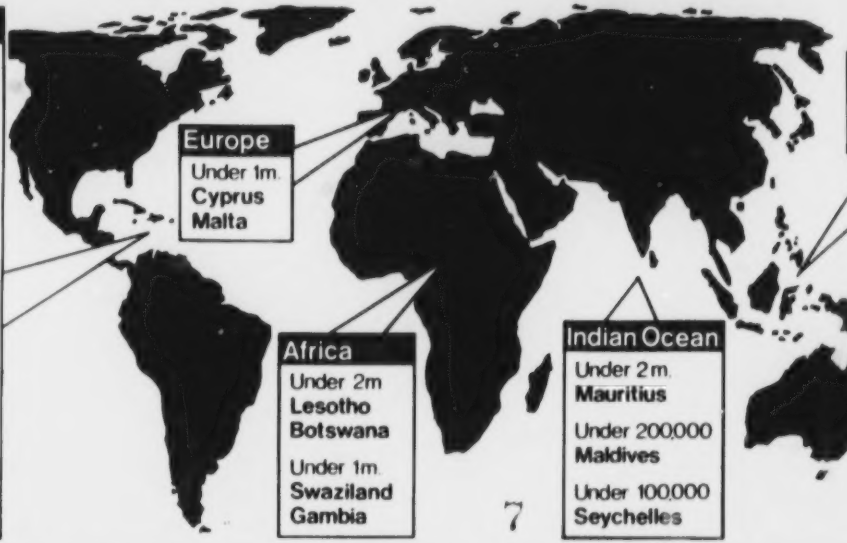
The small states

Of Commonwealth's 48 members, 28 have populations under two million



Caribbean

Under 2m
Trinidad & Tobago

Under 1m
Guyana

Under 300,000
Barbados
Bahamas

Under 200,000
Belize
St Lucia
St Vincent & the Grenadines

Under 100,000
Grenada
Dominica
Antigua & Barbuda
St Kitts-Nevis

Europe

Under 1m
Cyprus
Malta

Africa

Under 2m
Lesotho
Botswana

Under 1m
Swaziland
Gambia

Indian Ocean

Under 2m
Mauritius

Under 200,000
Maldives

Under 100,000
Seychelles

Asia

Under 300,000
Brunei Darrusalam

Pacific

Under 300,000
Solomon Islands

Under 200,000
Western Samoa
Vanuatu

Under 100,000
Tonga
Kiribati
Tuvalu
Nauru

Preface

Since 1985 the Commonwealth Secretariat's Education Programme has organized a set of activities focusing on the educational development of small states. This has been at the express wish of Commonwealth Ministers of Education at their meetings in Cyprus in 1984 and Kenya in 1987. In part, this is a mandate which reflects the composition of the Commonwealth, given that 28 of its 48 members have a population of under two million. National smallness of scale and the problems and benefits which derive from this in terms of economic and social development are, not surprisingly, at the heart of a range of Commonwealth programmes and projects.

In late 1985 the Government of Mauritius played generous host to a group of educators, administrators and academics drawn from countries in the Caribbean, the Mediterranean, the Indian Ocean, Southern Africa and the South Pacific. The task of this group was to help to conceptualize the impact of smallness of scale on national educational development and to set the parameters for a programme of Commonwealth activity.

The Mauritius meeting identified a number of issues which relate closely to smallness. Thus special difficulties arise at the post-secondary school level. In planning for higher level education and training hard choices have to be made as to how far to go in the development of national institutions relative to continuing dependence on regional and overseas institutions. Similar predicaments are faced with respect to curriculum development and examinations; to what extent is it desirable, relevant, and cost-effective to prepare local syllabi and courses compared with retaining overseas prescriptions with their widely accepted credit- worthiness internationally? A related question concerns the ability of small state systems to offer education and training opportunities which will genuinely develop individual capacities to be flexible and adaptable in vulnerable and fluctuating employment markets.

The administration and management of small systems also came under review. It is clear that senior personnel in ministries and departments of education have to be all things to all men. Distinctions

between policy makers, planners and professional educators are difficult to apply in small states. The role of the administrator is multi-functional and there is little in the way of formal training to help prepare for such a varied and demanding life. One element of this composite role of the administrator is to manage the many overseas linkages which ministries have to maintain and sustain, be it with regional universities and examinations councils, aid agencies, overseas educational institutions or multilateral organizations. All of these tasks and functions have to be viewed against the highly personal society which characterizes small states; there is little room for the faceless bureaucrat in the micro-states of the Commonwealth.

The Mauritius group proposed that the Commonwealth Secretariat should develop a programme of activities based on its findings; a set of initiatives to facilitate a network of links, exchanges and collaborative activities, backed by an approved set of funded meetings and studies. Since 1985 three issues identified in Mauritius have received more detailed attention at pan-Commonwealth meetings. In 1987, in association with the Institute of Education at the University of the South Pacific, consideration was given to The Supply, Training and Professional Support of Education Personnel in Multi-Island Situations. A year later working with the Sir Arthur Lewis Community College in St. Lucia the focus was on Post-Secondary Colleges in Small States, whilst in 1989 a project on the Organization and Management of Ministries of Education in Small States was initiated at a meeting organized in association with the University of Malta.

All of these gatherings have highlighted the paucity of training and professional materials which take specific account of the needs of education systems in small states. This handbook is the first of a series of practical resource books designed for, and written by, educators and administrators in small states. They are intended for use by senior professionals and by those in national and regional institutions who have responsibilities for the training of senior ministry staff.

We are fortunate in this volume in securing the expertise of two Maltese educators with long experience of working in an education system which exemplifies many of the characteristics identified by the pan-Commonwealth group in Mauritius. It is intended for senior personnel in ministries of education. It identifies clusters of tasks which managers perform and offers pragmatic advice on the ways by which these functions might be managed more effectively. It constantly recognizes the social milieu within which decisions have to

be taken and the demands which this places on the administrator.

Volumes akin to this one are in preparation, and will include the management and organization of post-secondary colleges; ways of supporting educational personnel working in relatively isolated situations in archipelago countries; a directory of post-secondary institutions in small states; and a manual on the management and organization of ministries.

Peter R.C. Williams
Director, Education Programme
Human Resource Development Group
Commonwealth Secretariat

Introduction

Objectives and Use

This book is intended for senior officials in ministries of education in small states including those with responsibility for the management of personnel, finance and physical resources. It deals with the special features, issues, and problems that make the work of senior education administrators in small states significantly different from that of their colleagues in larger systems. It explores methods and procedures and offers suggestions about how one can deal with them. While there are several excellent works for the general, senior education administrator, none are directed specifically towards the multifunctional roles of senior officials working within the particular parameters of small states.

The handbook can be used in a number of ways. It can help to identify and clarify problems recognizing that colleagues in other small states tend to face similar situations. It can be used as a generator of ideas. It can provide the basis for workshops and think-tank sessions. In conjunction with other works, it can serve as a training manual to help prepare junior officials in small states aspiring to administrative and managerial posts.

Contents

Each chapter deals with a major theme related to educational administration in small states. The first chapter identifies the special characteristics that influence the work of senior education administrators in these countries. It demonstrates how, apart from the influence exerted by the scale factor, educational systems in small states, and the work of their officials, are often conditioned by weak economies and limited physical, financial and human resources. The social ecology of small states, with their closely knit, integrated and transparent communities, constitutes another major variable which renders the work of senior education officials significantly different from that of their colleagues in larger countries.

The second chapter looks into the demands made on senior education officials whose multiplicity of jobs leads to unscheduled

routines amidst continuously changing roles. Stressing the primary importance of self-management, it suggests practical time-management techniques, and the use of modern office equipment and methods to control and lessen stress.

The third chapter looks into the problems of establishing staffing needs within the constraints of limited resources and the difficulties of establishing staff recruitment policies. It suggests ways of managing the available human resources without creating conflict in highly sensitive, often personalized and close communities.

The fourth chapter deals with the senior education administrators' role as an evaluator of the work of officials and the institutions in which they operate. It argues for an evaluation style that takes into account the sensitive, transparent communities of small states. The chapter suggests work assessment methods which serve as feedback mechanisms as well as positive reinforcers rather than methods of reprimand.

Some education administrators become too absorbed by bureaucratic procedures to the extent of forgetting the primary function and ultimate educational objectives of their post. The fifth chapter focuses on the education administrators' role in promoting curriculum development. It stresses that this function is not limited to those whose work is directly involved in the education process, but extends to officials who provide support services which facilitate the attainment of educational goals. In this vein the chapter evaluates the merits and limitations of centrally-set curricula and points to the benefits and pitfalls of school-based or individual school-developed syllabi. It makes a case for small states to evolve an intrinsic style of professional development of teachers through collegial collaboration in curriculum design and implementation.

The sixth chapter makes a case for the special training needs of education and non-education personnel in these countries. It argues for the establishment and maintenance of a consistent professional development policy which exploits local resources to the full, utilizes the services of foreign experts, and maximizes the benefits of specialized training overseas.

The seventh and final chapter focuses on the management of educational resources. It suggests procedures for establishing priorities and adopting efficient and fair methods of procuring equipment. It evaluates the merits of small school-based resource units vis-a-vis national resource centres. It identifies dangers faced by

small states that rely too heavily on foreign aid so that technological dependence leads to cultural domination.

Structure

Each chapter consists of two main parts. The first raises and discusses specific issues that emerge from the chapter theme and their effect on education systems in small states. The discussion is practice oriented, with technical jargon purposely kept to a minimum. At the same time, care is taken to ensure that theoretically sound administration and management principles are infused throughout the text. Boxed sections are intended to highlight particular points of view, sometimes reinforcing, sometimes challenging the text.

The second part of each chapter is devoted to follow-up activities which pose problems and suggest tasks that are associated with the theme and the issues raised in the first part. Practical research, case-studies and suggestions for further discussion encourage educational administrators to relate to, and to focus on, issues relevant to their particular local conditions. The case-studies are intended to stimulate discussion and inquiry into local administrative and operational procedures. The examination of fictional accounts becomes particularly useful when an analysis of authentic situations can cause tension and acrimony.

Whilst this book raises themes and issues that are typical and representative of small states, it should be borne in mind that although small states are similar in many ways, they also exhibit great diversity. The case is also made that being small is not necessarily a handicap. The book argues that small states have an ecology of their own; they are not miniature versions of larger, more prosperous countries. Their educational problems should be considered in this perspective. A most significant feature of this ecology is the social interaction that emerges from their small closely-knit and transparent communities. The scale factor and the social dimension intertwine and in a significant manner condition the life and work of education administrators in small states. This view permeates the book.

Charles J. Farrugia ***Paul A. Attard***

Chapter One

The Senior Education Administrator in Small States

The Characteristics of Small States

In some respects, small states are not very different from their larger counterparts. They tend to have a colonial past, struggle with weak economies, contain very limited material and human resources and aspire towards improved social goals. Often, they have to rely on the technical know-how, the finance, and sometimes the culture of rich developed countries. The characteristic that distinguishes small states as a category on their own is precisely the scale factor. In this book the arbitrary threshold of two million people is taken, whilst it is recognized that other and more complex definitions exist in the literature. It is also the case that it is the experience of Commonwealth countries which provides the focus for this work (see Table One). The scale factor, in turn, leads to the formulation of a particular social ecology composed of a closely knit, integrated but open community with highly personalized relationships. These special features render small states very different from other larger, developing countries.

Table One

Ministries of Education in Commonwealth Countries with a Population below 2.0 million

(Independent Countries, Associated States and Dependent Territories)

Country	*Population*	*Ministry Title*
Anguilla	7,000	Finance, Education and Community Development
Antigua and Barbuda	78,000	Education, Culture, Youth Affairs and Sport
The Bahamas	234,000	Education
Barbados	252,000	Education and Culture

Country	*Population*	*Ministry Title*
Belizè	159,000	Education, Sports and Culture
Bermuda	79,000	Education
Botswana	1,070,000	Education
British Virgin Islands	13,000	Health, Education and Welfare
Brunei Darussalam	224,000	Education
Cayman Islands	20,000	Health, Education and Social Services
Cook Islands	23,000	Department of Education
Cyprus	660,000	Education
Dominica	78,000	Education and Sports
Falklands	2,000	Education (CEO's Office)
The Gambia	737,000	Education, Youth, Sports and Culture
Gibraltar	29,000	Education, Sport and Postal Services
Grenada	96,000	Education and Social Services
Guyana	806,000	Education, Social Development and Culture
Kiribati	64,000	Education
Lesotho	1,540,000	Education, Sports and Culture
Maldives	178,000	Education
Malta	360,000	Education, Environment, Culture and Broadcasting
Mauritius	1,036,000	Education, Arts and Culture
Montserrat	12,000	Education, Health and Community Services
Nauru	8,042	Health and Education
Niue	3,000	Education and Health
St. Kitts & Nevis	43,000	Education, Health and Community Affairs
St. Lucia	136,000	Education and Culture
St. Vincent & The Grenadines	119,000	Education, Sports and Youth Affairs
Seychelles	65,000	Education, Information and Youth
Solomon Islands	267,000	Education and Human Resources
Swaziland	788,000	Education

Country	*Population*	*Ministry Title*
Tonga	97,000	Education, Youth, Sports and Culture
Trinidad and Tobago	1,187,000	Education
Turks and Caicos	10,000	Health, Education and Welfare
Tuvalu	8,000	Social Services
Vanuatu	134,000	Education, Youth and Sport
West Samoa	163,000	Education, Youth, Sports and Culture

Source: Commonwealth Secretariat, 1988

The scale factor, coupled with the special social dimension, influences the work of senior education administrators in small states to such an extent that it also becomes significantly different from that of their colleagues in large states even if their official titles and duties appear identical. Their work, like that of medical, social, environmental and other officials, tends to be more diffused yet more interrelated and complex than that of their counterparts in larger countries. Consequently, it deserves special understanding and demands a different approach.

The Multi-Functional Administrator

Regardless of size, education systems require a basic administrative and managerial organization to provide an efficient education service. A state of 100,000 inhabitants, like a country of several millions, establishes a Ministry of Education to handle the same range of functions as their larger counterparts. Small states require a Ministry or Department to deal with personnel management, school administration, curriculum development, overseas linkages, examinations, maintenance and so on. The actual number of people working in each branch, section or unit of small education systems will be fewer, sometimes much fewer than in larger states (see Tables Two and Three). However the difference is not proportional to population or school enrolment. The pressures on personnel expected to fulfil a number of roles and responsibilities are proportionately much higher than those in larger countries.

Small states attempt, indeed are compelled, to extend their resources and to lower per capita costs by requiring senior officials to

Table Two

Establishment of Ministry of Education
Tonga (Population 97,000)

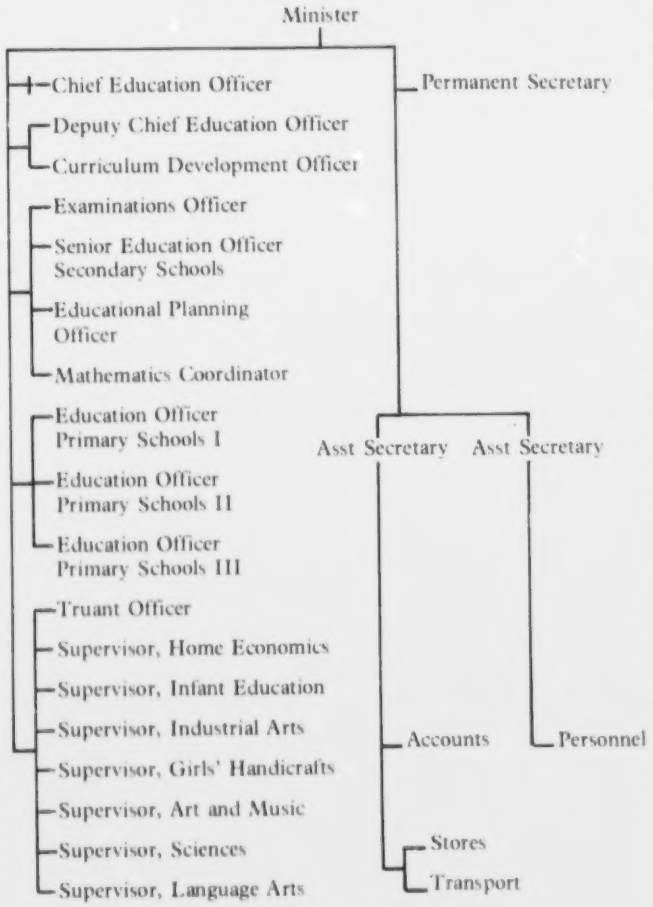
(December 1988)

Minister of Education	1
Director of Education	1
Deputy-Directors	3
Senior Education Officers	3
Assistant Senior Education Officers	4
Education Officers	3
Assistant Secretary	1
Senior Executive Officer	1
Scholarships and Vocational Guidance Officer	1
Inspectors	4
Attendance Officers	1
Area Organizers	5
Supervising Teachers	10
Broadcasting Officer	1
Assistant Broadcasting Officer	1
Tongan Language Specialist	1
Specialist Teachers	4
Printing Officer	1
Accounting Officer	1
Chief Clerk	1
First Class Clerk	2
Second Class Clerk	2
Junior Clerks	4
Short/hand Typists Clerk III	2
Typist/Clerks	5
Drivers	9
Boat Operator	1
Mechanic	1
Caretakers	2
Total	76

Source: Ministry of Education, Tonga 1988

Table Three

Antigua
Organization of the Education Division,
Ministry of Education and Culture - 1981



Source: Ministry of Education and Culture, Antigua

act in multi-functional roles. It is usual for a Director-General for Education to be responsible also for Youth, Culture, Sports, Public Libraries and the Museums; responsibilities that in larger countries are often catered for by separate units and groups of officials. Education officers in small states often cover the pedagogical and curricular development of several subjects taught in all the sectors of the education system. Thus he or she may be expected to be responsible for all the languages taught in primary, secondary and technical schools, or supervise all the History, Geography and Social Studies taught in the system. In addition they are likely to be called upon to monitor teachers' work in schools, run in-service courses, lecture in teacher education institutions, prepare budgets, sit on purchasing committees, chair selection and promotion panels, attend policy meetings, meet parents and teach their subject specialization in one or more secondary schools. In addition, senior education officers are constantly on demand to deal with the minor and not so minor crises that originate in schools.

For similar reasons, the non-education officials of small education systems have to cater for a multiplicity of needs. The few workers in the maintenance unit, for example, are called upon to look after all the facilities, equipment and buildings. Likewise, the small personnel section deals with a whole variety of problems generated by the gamut of blue and white collar workers, whether they happen to be teachers, clerks, janitors, technicians or cleaners. These examples suffice to demonstrate that the demands on the limited number of senior education officials in small states are markedly different from those of their colleagues in large states who are able to concentrate on one job, or one specific cluster of concerns. The job-titles or nomenclatures may be the same but the complexities of the job are significantly different.

Top Executive and Leading Professional

Senior education officials in small states have to act at one and the same time as top administrative executives as well as leading professional educators. As top administrators they manage their office, issue educational and non-educational directives, follow instructions from the Ministry, keep correspondence with agencies and colleagues abroad, compile data, prepare capital and recurrent budgets, keep tabs on staff, control stock, and so on. (See *Job Description*, Chapter Three)

As leading and practising professional educators they are expected

to keep up-to-date with and introduce educational innovations, follow-up projects, advise politicians on academic matters, monitor the progress of subordinates, and provide moral and practical advice to teachers and students in schools. In large educational systems, the administrative and the professional roles tend to be separate, and the various duties within each role are often distributed among various officials. Small states do not have the personnel or the finance to allow the parcelling of duties.

The closely integrated roles have some positive advantages. The varying tasks handled by individuals are bound to broaden their experience and widen their insights into the many facets of the educational system. On the other hand, the necessity of sharing time and attention as well as the need of developing adequate levels of knowledge and skills in various areas, tends to weaken the expertise of the multi-functional official.

Furthermore, the multiplicity of roles can have ill-effects on the mental and physical well-being of senior officials in small states. It is extremely demanding to shift rapidly from one task to the next, or to change from one decision-making process to another, or to deal with varying groups of people with assignments that are totally unrelated.

Information Monitor and Disseminator

Senior education officials are expected to seek and store information on a wide variety of educational and non-educational subjects. This may include:

a. Government policies related to specific aims in education and the services provided by the local education system to meet them,
b. Developments in educational policies in other countries which have a bearing on local education,
c. Innovations in educational theory and practice and their implications for local pedagogy,
d. Developments in the industrial, commercial, technological and scientific areas which can influence policies and curricula in local schools.

In spite of these limitations, senior education officials are continuously called upon to provide advice, to interpret reports, to comment on policies, to make recommendations on proposals coming both from their superiors as well as their subordinates. Hence, it is essential for them to be well-informed and up-to-date. Most educational systems in small states cannot develop extensive data-

bank support run by specialised personnel. Senior officials themselves are often required to develop a system of data collecting and dissemination. Such work will be routine for most senior education officials in both large and small states; however the peculiar interpersonal communication networks found in small transparent communities introduce a social dimension that has to be taken into consideration.

Interpersonal Communication

States with a small number of inhabitants tend to develop closely integrated societies with an intricate network of personal relationships. These factors facilitate and hasten communication processes but may also obstruct and complicate them. People know each other (or know someone who knows someone whose services they need) so that cabinet ministers, parliamentarians, high government officials, churchmen, influential businessmen and their functionaries are well known and reachable. It is not unusual in these circumstances for people who cannot obtain formal appointments to arrange and get invited to social functions or family reunions where they meet casually the minister or official concerned. In extreme cases, the supplicant would call at the minister's or official's home, which is easily identifiable. Senior education officials in small states form part of this social communication network and consequently can be "met" or accosted through official or unofficial channels. They themselves use established and unorthodox approaches with their superiors.

This type of communication network has both advantages and disadvantages. Ideas, views, requests, complaints and proposals can be communicated easily and quickly and most probably personally to the official concerned. People know the abilities, needs and idiosyncrasies of each other and tend to act or react accordingly. Through close personal contact, people's reactions and feedback to political and administrative decisions can be gauged accurately so that political and administrative decisions are taken and implemented without long delays. Furthermore, because the feedback mechanism is often quick and efficient, policies and decisions which misfire can be re-evaluated, revised, modified, and in extreme cases completely reversed.

The highly personalized societies of small states create problems when the policy making and the decision implementing process cannot remain anonymous. For example, the excise-duty official is well known to any businessman who cares; the chief income-tax assessor is also the president of the sports-club and lives in the next

village; the wife of the Director-General of Education is the Chairperson of the Playing Fields Association and can be met at the monthly meeting. Mr. X and Ms. Y can be "accidentally" encountered every Friday evening at the local super-market. Such informal contacts may be abused. Many necessary decisions and actions can be modified, adjusted and sometimes totally neutralized by personal interventions and community pressures. In extreme cases, close personal and family connections lead to nepotism and corruption.

It is one of the major challenges for education administrators to capitalize on the advantages of these close personal contacts and relationships and at the same time to minimize the potential ill-management they can produce.

Spokesperson and Liaison

Lack of full-time or well-manned information agencies in small states make it necessary for senior officials to act also as spokespersons for their superiors. They are called upon to represent the Minister of Education or the Director-General of Education at official functions. They may be required to pronounce on policy, to present plans, to provide details and explanations regarding new educational ventures. Their multi-functional role demands that senior education officials are requested to make representations, pleas and requests on behalf of their subordinates to the higher echelons in the hierarchy. In this capacity the senior officials act as bridges between higher authority and the personnel in their charge.

They interpret policy, issue instructions and ensure that these are properly followed-up. At the same time they promote the interests of the employees in their section, bring to the attention of superiors the achievements of their staff and where necessary shield them from the wrath of temperamental superiors who may be within extremely easy reach. The spokesperson role can be a most rewarding one in small states, as it brings the persons concerned in close touch with a variety of people in an integrated community. At the same time, it can be most demanding since facts, figures, opinions, passing remarks and rumours that may cause minor ripples or pass unnoticed in large states, can develop into sensitive and divisive issues in the highly personalized atmosphere of micro-states. The degree of sensitivity intensifies when the issues concerned have religious, ethnic or political connotations.

Developed and Underdeveloped Societies

... theorists like Bert Hoselitz concluded that there was a broad difference in kind as between developed and underdeveloped societies; that there were clusters of pattern-variables, not just random mixes peculiar to this society or that. Underdeveloped societies, which they call 'traditional', were typically particularistic, ascriptive, and functionally diffuse; developed societies were universalistic, achievement-oriented and functionally specific. Ascriptive, diffuse roles, such as those of kinship, therefore, were unsuited to modern situations calling for personal responsibility and clear-cut, objective managerial decisions.

To bring about development, 'modern' values needed to be implanted, especially in the young. Government officials should not favour their relatives (particularistic behaviour), but treat all clients alike (universalistically).... The ambitious should be given a chance to achieve, and not be restricted to a limited range of ascribed roles governed, say, by their sex, age or social rank.

Worsley, Peter (ed.) (1987) *The New Introduction to Sociology*, 3rd ed., Pengiun, Harmondsworth.

— Do you agree that such differences between developed and underdeveloped societies exist? Do you agree with the advice on bringing about development?

Social Cohesion and Social Tension

Small communities can develop strong social cohesion Once the social unity is ruptured, however, the divisions that ensue run deep and take many years to heal. Minor issues which are lost or are easily absorbed in larger states, assume national dimensions in small states. Minor divisions that are allowed to spread eventually pervade other sectors of the population. In communities where practically everyone knows everyone else, where individuals' utterances and actions soon become public knowledge, it often happens that once a position is taken people find it difficult to retract. This is especially so in communities where the close personal interactions belie long-held suspicions or age-long feuds that exist between different groups, or among family clans. In such circumstances, once rival positions are taken and become public it becomes extremely difficult to avoid the polarization that ensues. Furthermore, disagreement on one issue often extends not only to related matters but also to totally unrelated

issues. When this happens, friendships, family loyalty and community pressures can interfere with the decision and implementation process. When this happens, the integrity, competence and will-power of public figures, including senior government officials, can be sorely tested.

In extreme cases, divisions in closely integrated societies lead to serious community rivalry or even civil strife. In most cases, this extremity is not reached, but the effects on the social, economic and political stucture of the small state can still be far-reaching. For example, rivalry between sectors in small communities lead to open or subtle boycotts by one group against a rival group's ideas or projects, regardless how good or useful they are. As a result, only a fraction of the available talent is utilized and only a section of the population benefits. Furthermore, rivalry leads to duplication of efforts and costs and a wastage of the limited human and material resources available.

Perhaps a more pervasive outcome of this rivalry is the way it undermines local initiative and makes the small community reliant on outsiders, thus perpetuating the normally already marked external dependence evident in the inhabitants' greater trust on ideas, products and projects that originate overseas. In the field of education this tendency usually results in the neglect of local initiatives and the disparagement of indigenous instructional programmes in preference to imported pedagogical content and methods even when these are peripheral or alien to local needs. For example, the rivalry between the primary and secondary schools divisions, or between the state and private education sectors, or between the few curriculum experts available in small states could sabotage the production of local books, substitutes of which are then imported from overseas. Boycotts of the government-run broadcasting media can stop the production and the dissemination of locally made television and radio educational broadcasts which in turn are replaced by foreign productions. In these circumstances it becomes a major challenge for education administrators to liaise between rival sectors and bridge the rifts.

Resource Allocator

Limited human and material resources are a constant source of worry to senior education officials in small states. The demands of equally deserving projects competing for limited personnel and restricted funds are perennial problems. Such worries are compounded by personal pressure from politically powerful individuals and influential colleagues who carry great weight in small communities and who

would know very well where to put the pressure. The persistent ones can sorely test the fortitude and integrity of education officials who have to distinguish between the peripheral needs of the powerful or the clamorous and the more urgent requirements of the silent sufferers.

As senior executives in an important state service, top education officials are often called upon to advise or take direct action in resolving conflicts caused by scarce space, finance, materials and people. In small, centralized systems of education, high officials are drawn into decision-making that in larger states is the realm of junior functionaries. Also, since minor sums of money often constitute a significant proportion of the education budget, top officials are, of necessity, drawn into minor decisions which in small states take on major proportions. Furthermore, small centralized bureaucracies tend to evolve systems where problems are "passed upstairs" rather than solved at the lower level where they occur. In small, personalized systems, it is easier to run to "Joe" or "Angela" than it is to resort personally to the Senior Finance Officer or the Chief Education Officer in bigger systems. Consequently, senior education officials in small states have to guard against being burdened with minor problems that can and should be dealt with by their subordinates.

Educational Entrepreneur

The entrepreneurial role of senior education officials in small states is extremely important. They have to ensure that the section for which they are responsible in the organization remains vibrant and dynamic. As the country's leading educators they have to originate ideas, encourage others to do likewise, and facilitate the implementation of innovations. In the role of leading educational entrepreneurs, senior officials have to originate and lead educational projects. They have to keep abreast with educational developments in other countries in order to adapt them to local needs. Again, this function is extremely important in small states which do not possess the human and material resources to carry out extensive educational research and development projects specifically directed towards local requirements.

Small countries with volatile economies depend on restricted internal markets and the vagaries of multi-national cooperation cannot support the elaborate and expensive administrative structures required by an enhanced educational system that most states strive for. Senior education officials become quite expert at overcoming

resources and financial limitations with a pioneering and entrepreneurial spirit. This often means that they have to extend their resources and lower per capita expenditure by evolving systems whereby individual officials and single units fulfil multiple roles and functions which in larger countries are performed by several officials with adequate facilities. Such requirements create conditions that are characteristic of and often unique to small states.

The Provision and Development of Educational Services

The policies which will determine the nature of education provision in small states should:

a. Relate directly to the identified needs of the community, the education service and its users;
b. Be readily perceived by all the participants in the process;
c. Be judged on the extent to which the education services meet the community's needs;
d. Draw upon the best practice in the service and encourage and allow practice to develop and flourish;
e. Be framed within present and foreseeable resources but make due allowance for the introduction of change.

The development of educational service in a small state will:

a. Call for careful use of all resources both human and material;
b. Depend upon the effective use of INSET (In Service Education and Training) focused on defined local needs. So far as possible, this should be delivered locally;
c. Require mutual respect and confidence between the political and professional leadership of the service and the confidence of the practitioners in that leadership.

Rodhouse, John (1987) "Problems of Policy and Development" in Bacchus, Kazim and Brock, Colin: *The Challenge of Scale*, Commonwealth Secretariat, London.

— To what extent do these observations by John Rodhouse apply to your country? Are they special to small countries?

Personal Pressures and Demands

The complex interpersonal relations described earlier, the multiple roles of senior education administrators, together with often poor economic returns for demanding work, exert great pressures on the personal lives and professional development of these officials. They

require special administrative styles and managerial strategies to cope with them.

The requirement to sacrifice personal expertise in order to deal with multifarious responsibilities and the need to switch continuously from one assignment to a totally unrelated one, are demands that have been referred to earlier and will be discussed in detail in later chapters. For the moment one can stress that the shortage of high officials often leads to restricted or blunted personal and professional development. For example, the varied and multifarious responsibilities create difficulties when they are away from their jobs to attend conferences or courses abroad, or simply to take their leave entitlement. They soon discover that if one or more assignments are not too pressing, several others are.

Furthermore, long working hours lead to mental and physical stress and occasionally to personal and family friction. As a result, many senior education officials in small states find it difficult to devote time and mental energy on complex development projects. Instead, they can be tempted to spend most of their time dealing with many mundane ad hoc chores that have to be resolved 'now', and postpone the more thought-provoking problems to 'quieter moments' which never seem to materialize. In the long run these conditions are detrimental to the personal wellbeing of the individual concerned and to the corporate growth of the education system.

International Commitments

Another demanding role specific to senior officials in small states emerges from their country's commitments as members of the international community. In addition to their domestic duties the few high officials available have to deal with their country's international obligations, a dual role that weighs heavily on a small country's limited human resources. At the same time, to abandon or even neglect international contacts would result in the loss of one of the small states' major assets, namely a say at international fora. It is precisely their participation and voting power in international organizations that brought small states and their special characteristics to the attention of the larger, more developed ones. It is essential for senior officials of small nations to attend international meetings not only to make their contribution but, equally important, to state their case. Many small states have to fulfil their commitments as members of regional universities, regional examinations councils, regional UNESCO networks and development organizations, and have to

sustain their links with overseas institutions, and pay visits to aid agencies. Contacts with their overseas counterparts enable senior officials from small states to widen their professional and personal vistas, to keep in touch with developments in technologically more advanced countries, and to establish working relationships and friendships that they can draw upon when necessary.

Socio-Economic Pressures

Ironically, however, interaction with foreign counterparts can become a major source of frustration. Senior officials from small states soon discover that their salaries, fringe benefits, prospects for promotion, work-loads, supporting staff and services compare poorly with their colleagues' from more prosperous countries. Here again the poor economies of most small states come to the fore. Personnel in the education sector often constitute the largest single category of civil servants and a small salary increase can cause a considerable proportion of the national budget to be diverted to education from other deserving national projects. Furthermore, salary rises for senior education officials would lead to similar claims by others, claims that weak economies cannot sustain. As a result, even when the politicians and the inhabitants of these states recognize and wish to reward education personnel for their valuable work to society, the economic state of small countries dictate otherwise.

In the special circumstances of small states, other socio-economic factors have to be considered, such as the question of salary relativity between grades in the civil service and employees in the private sector. In transparent societies, salaries and one's placing on the salary scale extend beyond the question of income; they reflect also social status, official recognition and appreciation of one's work. People who have grown and studied together and who are familiar with each other's capabilities and limitations inevitably compare their placing in the social hierarchy, not always without prejudice and envy. In the closely interrelated systems some officials subtly refuse to acknowledge the new seniority of a former colleague whose promotion they consider unmerited. By contrast, social status does not feature so strongly in larger and more developed countries as it does in small states. In larger states, the ill-effects of personal pique are minimized by the extent and diffused nature of the civil service and the impersonal and anonymous process of decision making. In small states, salary improvements and the related social status need to be carefully evaluated for their socio-economic implications within an overall and

finely balanced incomes and prices policy.

In these circumstances, officials who understand and appreciate the social and economic factors that influence and sometimes control their work are more likely to accept and tolerate them. This awareness mitigates the personal disappointments and professional frustrations of senior officials when they compare their working conditions with those of their colleagues from bigger and often more prosperous nations.

Promotion Prospects

Promotions need be considered with similar understanding. The limited size of education systems in small states seriously restricts promotion opportunities so that many capable young men and women in the service feel that their ambitions for professional growth and personal economic improvement are seriously stunted. Better opportunities in larger, more developed countries bring about a brain drain and the loss of valuable, often highly scarce expertise. Alternately, limited employment opportunities may encourage people in small states to seek work within the security of state employment rather than in the better paid but sometimes volatile jobs of private industry. Consequently, state or para-statal employment in small poor countries tend to be inflated. Limited state finance causes the peculiar phenomenon of a skewed organizational structure with large numbers of employees at the lower range of the salary scale, but tapering off sharply at the top end where salaries are higher. As a result, junior officials at the broader end of the pyramid have to compete vigorously for the few positions at the top. Their keen competition leads to friction among colleagues, their impatience to move to the top causes conflict with their superiors, both conditions leading to frustration and stress, that become more intense in small communities than in larger impersonal bureaucracies. Furthermore, unlike their counterparts in larger states, the limited geographical scale prohibits employees from seeking better openings in other districts or neighbouring educational authorities in the same country.

The frustrations caused by professional limitations are strongest among officials who have been on scholarships abroad, where opportunities for research and academic fulfilment seem more promising and where career advancement and monetary rewards appear more attractive than in their own country. The frustrations become exacerbated when scholarship holders return to their previous posts only to find senior positions blocked by older, perhaps less qualified, officials. In such circumstances, many small states find

it difficult to retain the services of the younger, better qualified officials. Even if they do, small educational systems cannot always guarantee the full commitment of young aspiring officials, especially if their superiors are politically powerful but undeserving appointees.

Intellectual Dependence

Inhabitants of small states often unwittingly undermine regional or local initiatives through the ex-colonial mentality that gives greater credence and value to activities and institutions of a foreign origin, even when local courses and projects produce better results.

And perhaps that is one of the major handicaps facing small states. They tend to have a strong national and cultural identity; and yet feeling small and vulnerable, they remain intellectually dependent on larger states. They see themselves as miniature models of the larger nations and attempt to emulate them without fully realising that as small states they have an ecology of their own. A general policy for the professional development of educational personnel in small states must reflect an acute awareness of the benefits and limitations of being small. A lack of this basic awareness often leads to rejected transplants.

> Farrugia, Charles (1987) "The Professional Development of Educational Personnel in Small States" in Bacchus, Kazim and Brock, Colin, *The Challenge of Scale*, Commonwealth Secretariat, London.

— Would you say the above observations apply to your country? If so, can you provide examples? Can you provide instances where the colonial mentality has been overcome?

Intrinsic Rewards

Once again, it can be argued that the problems identified above are not exclusive to small states. Many senior education officials in larger states often find themselves in similar situations which require careful handling and wise administrative decisions in order to balance an individual's personal aspirations with the needs of the nation. However, in small states the impact of policy decisions is more rapid and more potent, the social implications are more far-reaching and the per capita loss can be much greater. Thus, the wastage of valued, sometimes unique, manpower and expertise would be more far reaching in small states than in big ones. Senior education officials in small states find it difficult to maintain a harmonious working relationship amidst social, economic and political forces striving to

unbalance it. They face a major challenge to co-ordinate the work-force in a manner that encourages initiatives and hard work when the rewards are often intrinsic rather than extrinsic. Such rewards are often limited to a word of encouragement, to opportunities to be creative, to the satisfaction of working in a dynamic team and to the pleasure of professional achievement and positive influence on the education system.

Small Can Be Beautiful

The special characteristic of small states can be conducive to positive orientations. Their limitations and handicaps are many, but their problems should be viewed in proportion to their size. A realistic evaluation of the variables involved places the problems of small states in their true perspective so that the solutions need not be as prohibitive as they may appear initially. One needs to remember that the number of people, the geographical dimensions and the finances involved are not so high as to present insurmountable difficulties. For example, the size and population of a small state are normally equal to those of small or medium-sized towns in larger countries, the entire education budget is often equivalent to the cost of purchasing a sophisticated aircraft, and all the personnel employed by the Ministry of Education may number less than the workers in a medium-sized factory in a large industrialized country. Yet, for many senior education officials in small states such arguments provide little consolation; to them their problems are real and sometimes overwhelming and they require special skills to meet their particular needs.

FOLLOW-UP ACTIVITIES

Activity One:
Know Your Organization

Find the necessary information to answer the following questions: (You may wish to bear in mind Tables Two and Three for guidance)

a. What is the total number of people employed on a full-time basis by your country's Ministry and Department of Education?
b. How many of these are teachers, office-workers and manual workers?
c. Which are the major sections of the Ministry and the Department of Education? Do you know the names of the head of each section and how long they have been in their post? How many people does each section employ?
d. How does the Ministry of Education compare in size with the other ministries? How does the budget of the Ministry of Education compare in size with that of other ministries?
e. Would you say that the current Minister of Education is a highly influential member of the Cabinet? How can you tell?
f. Which are the three largest private or para-statal industries in your country? How many people does each of them employ? If you can find out their annual budgets, how do they compare with that devoted to state education?
g. Draw the student path-flow of your country's education system from kindergarten to post-secondary provisions.
h. Draw an organizational chart of the Ministry of Education and another chart of the Department of Education.
i. What are the salary scales operating in the posts identified in (h)?
j. If there is a private education sector in your country, find the following information:
   — the number of pupils attending each level of education;
   — the number of teachers employed in each level.

Activity Two:
Major Educational Developments

a. In chronological order, identify the major landmarks in the development of education in your country. If possible, ask two or more colleagues to do the same and compare notes.
b. In schematic form, outline the major local and foreign forces that influence or have influenced the development of education in your country. Again, it may be useful to ask one or more of your

colleagues to assist you in this exercise.

c. Write a memo of approximately 200 words to a visiting foreign education consultant about the main obstacles to the rapid introduction of educational innovations in your country.

Activity Three:
Case Study: The Planning Unit

The Planning Unit is in shambles; well, almost! It employs three well qualified people who, until recently, produced excellent results. Lately, however, the Unit is beset with personal and operational problems that have wrecked its excellent record. Its internal squabbles are effecting adversely various sectors of the educational system. As the Director-General of Education you have to do something about it.

The Planning Unit is a very important branch of the small country's educational system. It co-ordinates curriculum development, organizes in-service courses for teachers, holds parent-teachers conferences, and liaises closely with the Test-Construction and Examination Unit. These "academic" activities of the unit are the responsibility of Liza N., a thirty-two year old who obtained a Master's degree in curriculum development at an overseas university. Liza's major task is to ensure that the small educational system does not isolate itself from the educational developments taking place in other countries, and at the same time to encourage indigenous developments.

Samuel B. is forty-one years old and holds a Master's in Administration which he obtained as an external student with a highly reputable foreign university. Samuel ensures that the correct number of teachers are at the right school teaching the expected number of pupils, with the proper equipment, and with the necessary support when they need it. Samuel's major worries are to make limited, often meagre human and material resources meet the growing demands of the ever expanding educational system.

Senior Education Officer Matthew L. heads the Unit. After several years teaching, Matthew was awarded a one-year bursary in educational planning, to be followed a few years later by a UNESCO scholarship at the International Institute of Educational Planning in Paris. He co-ordinates the work of the Unit but his major concern is to safeguard the Unit's interest from attempts by colleagues running other branches (such as Supplies, Finance, Personnel, and Teacher Training) from swallowing up his outfit. He knows that other SEO's

are after Liza, Samuel and the budget allocation that goes with the Unit.

You know that your subordinates individually are three good people, although Liza and Samuel have always had difficulties working together. Lately, their relationship has deteriorated and their behaviour has become increasingly despondent. A closer analysis of the problem reveals a most worrying situation.

Matthew is 55 years old. He has been at the helm since the Unit was established twenty years ago. He was working extremely hard, first accepting any premises for the Unit, gradually moving to a more habitable place. He improved this into a small model office complex which became the envy of many older, better placed officials. Matthew has a way of getting things done. With his jovial manner, a pat on the back, a resounding laugh and his endless repertoire of jokes, he manages to charm anything out of peopie. He even persuades the lazy handyman to fix anything that needs to be done. Any piece of equipment or material his Unit needs, he obtains from the tight-fisted stores officer. The classical case was the time he procured the electronic typewriter which had been intended for your secretary's office. You are still not certain how he persuaded you that his secretary needed it more than yours!

His charm works wonders in other directions as well. He can set up working teams when other officials fail. He can organize conferences in a few weeks when others take months. He can soothe the anger of senior officials in other ministries when everyone is preparing for a big blow-up. If only he could solve the problem in his own Unit.

Matthew had handpicked his two assistants, first Samuel, later Liza, and trained them. Until recently, and perhaps he still does, he had held their respect and complete loyalty, even if the two are as diverse in character as their duties.

Liza is the no-nonsense type who wants things done well and speedily. She works very hard and expects everyone to work at the same rate and level of accuracy as she does. Her expectations, occasionally verging on intolerance, scare many officials who do not keep the same high standards. Some are particularly apprehensive at the thought that Liza might be promoted to an Education Officer post, possibly higher. You would support her as she is among the most qualified and competent officials. It is a pity that her work-style, which most interpret as arrogance, irritates people to the extent that many at Head Office find it difficult to work with her. Her foes, including Samuel, snigger that if only Liza would get married she would direct her aggressive energy elsewhere. She senses the hostility

and is under great stress. Lately, she has been to your office several times complaining about what she calls boss Matthew, whom she accuses of siding with Samuel.

Liza holds great respect in the schools. She is known as a master of her job, understands the teachers' problems and finds solutions to them. Her work with the 'curriculum groups' has meant that in spite of the limited resources of the small country, your educational system has been able to keep up-to-date with the major educational developments overseas in a manner that does it credit. The acrimony that Liza generates at Head Office seems to evaporate as soon as she gets to the field, and you would dearly love to keep her there. However, the short distances involved and the working proximity of the education community would mean that Liza would still continue to be in constant and often close touch with the officials in town. You have spoken to Matthew about the problem, but in his usual unflappable way he dismissed it, claiming that as long as Liza delivers, he can handle the waves she creates at the base. Matthew does not seem to appreciate that the waves created by Liza threaten to down him as well. The Minister has told you confidentially that if he gets any further complaints about Liza and Matthew, he will disband the Planning Unit.

The Minister is kept well informed by Samuel who is an active member of the ruling party and the Minister's personal friend. However, it was not these credentials which got him the job at the Planning Unit. He is a very competent logistician who worked very closely with Matthew right from the time the Unit was established. Indeed, he has learned a great deal from his mentor and is able to stretch the very limited resources of the system to the full. He has an innovative mind and can work wonders with the budget, getting the best material for the best possible price by tender, re-cycling outdated materials and equipment when others will want to throw it out. His resourcefulness becomes extremely valuable when funds, equipment and people are in short supply. You know through the grapevine that other ministries have been enticing Samuel with promises of promotion and better facilities.

His greatest asset is the ability to distinguish between real and phony needs. He can establish where the priorities lie and will go to great lengths to satisfy the needs of the remotest school with the least influential of headteachers. He has a mild-mannered disposition; he hates being rushed, wanting to know all the angles before reaching a decision. The cynics at Head Office, including Liza, hint that he needs the time to consult with the Minister to abide by the latter's wishes.

You know that this is not true. Samuel has always worked to a slow but sure approach. However, you find Samuel's relationship with the Minister irritating; he keeps his powerful friend informed, but not always accurately. You have spoken to Matthew about this, but, as usual, the Senior Education Officer does not seem unduly worried. His attitude is that ministers come and go, but hard workers like Samuel are not easy to replace.

But you are worried. The constant bickering between Liza and Samuel is wearing not only the people directly involved, but is telling on a wider circle of personnel. For instance, many people in Samuel's opposite political camp are using his friction with Liza to gain political mileage, hinting at favouritism and discrimination. Liza's enemies are using Samuel's new found power to get back to her. Someone has just told you "to clip her wings". You know the situation cannot go on like this: you have to take action regardless of the restricted working environment, the limited personnel, past service (however commendable) and the influence of powerful friends. The problem is to decide what to do, and do it quickly before the Planning Unit disintegrates. What are your options? What actions would you prefer and on what basis would you justify them?

Chapter Two

Managing Time

This chapter considers some of the problems in time scheduling encountered by multi-functional educational administrators, and proposes strategies for establishing priorities and organizing one's working day, strategies that can lead to less stressful, more rewarding occupational experiences.

Time is at a premium for all administrators in high posts, much more so for senior educational administrators in small states. Unlike their colleagues in large organizations where roles and duties are well defined and evenly distributed among a number of officials, senior administrators in small states fulfil a multiplicity of roles and are required to cope with a variety of commitments often totally unrelated to each other. As a result, their routine work is much less organized and much less formalized than the literature on educational administration and management tends to suggest.

The Multiple Facets of the Job

The nature of the senior education administrators' work is varied and diffused. They have to switch from one activity to the next, from giving attention to one task and quickly moving to another. They have to change from one role to another, simultaneously dealing with people often with contrasting concerns. Consider, for example, domestic demands on education officers in a small educational set-up. As a matter of routine, they may be required to:

a. Propose and formulate educational policy,
b. Set specific objectives for the subject or subjects for which they are responsible,
c. Plan curricula and up-date syllabi,
d. Review textbooks and select teaching aids,
e. Monitor the teaching of a subject or several subjects at a variety of levels,
f. Inspect and report on schools and school personnel,

g. Set and vet examination papers and monitor scripts,
h. Be responsible for the printing of examination papers and their safe keeping,
i. Organize in-service courses,
j. Lecture in pre-service teacher education courses,
k. Sit on intra-departmental and inter-departmental committees, disciplinary and interviewing boards,
l. Trouble-shoot and deal with complaints by employees, parents and students,
m. Issue circulars and deal with correspondence,
n. Run an office on a day to day basis.

From time to time, some education officers are required to look after the department's special foreign commitments. For instance, they deal with aid agencies on an international or a regional level. They have to answer requests for information from overseas organizations. Their seemingly endless questionnaires are most time consuming, especially when several organizations seek similar data without attempts at co-ordination to avoid duplicated work. In addition, senior officials are involved in the recruitment of expatriate staff; specifying needs, identifying resources, vetting applications, interviewing candidates (sometimes in foreign countries), shortlisting, selecting and issuing contracts. Dealing with foreign individuals or organizations entails great tact in order not to anger the locals who might think that foreigners are getting special treatment, and not to offend the foreigners who might feel alienated simply because they do not understand local practices.

One hopes also that senior education administrators will find time to travel abroad for conferences, training courses and meetings at regional and international level. Those in small archipelago states have the added burden of travelling from one island to another, consuming time they often can ill afford.

Apart from performing administrative tasks, they are expected and need to keep in touch with professional developments in their special subject and with educational trends in their own country and abroad.

They have to perform these variable tasks amid interruptions by the phone, visits by unscheduled callers and demands for attention by their equally harrassed superiors and colleagues. It is not surprising, then, that most senior education administrators in small states consider their work as extremely fragmented and diffused, as well as

most demanding and stressful.

One can rightly argue that the diffused nature of the education administrators' work is not exclusive to those in small states. Their colleagues in large states also have to deal with a multiplicity of roles and to handle many routine chores simultaneously. However, as argued earlier, the load and the diversity imposed on the individual education administrator in small states becomes more extensive when

a. The number of qualified officials with expertise is limited relative to the diversity of their work,
b. The support staff and facilities to handle the more routine and mundane assignments are also in short supply,
c. Most of the officials lack the training to deal effectively with the specialized, multifaceted nature of their work.

Increasing Pressures

As the twenty-first century comes ever closer, the challenges and opportunities which are emerging in the management of education in all parts of the world are of increasing complexity and diversity. Managers and administrators of education — whether their work is based in the classroom or lecture room, in the study of the headteacher or college principal, or in the local authority office or national department — all face major and generally increasing pressures. These result from a number of factors: the ever-widening horizons of education itself, the rapidly changing economic, social and political context of educational management, and the continuing significant change in social expectations concerning the education service. To all who are concerned with maintaining, developing and improving understanding in educational management, and thereby improving its practice, the challenges and opportunities are both daunting and exciting.

Hughes, M. (1985) "Introduction" in Hughes et al, (eds) *Managing Education*, Holt, Rinehart and Winston Ltd., London.

— To what extent do the pressures identified by Hughes influence the development of your area of responsibility in the educational system of your country? Do your colleagues readily acknowledge the existence of these pressures? How do they attempt to face them?

Unscheduled Routine

The work routine of senior education administrators can be fragmented. It becomes difficult to schedule a pre-determined timetable

for a day's work. Long-term time-management becomes an almost impossible goal since work-patterns are invariably dictated by arising circumstances and the demands of other people. Even the most determined senior administrators soon discover that they have to adjust their set time-tables to the day's interruptions. Moreover, when a management-by-crisis style predominates within an organization it becomes extremely difficult for an individual to adhere to a rigid schedule, ignoring the demands and work pattern of others.

A Day in the Life of a Deputy Permanent Secretary

A page from his Diary

Tuesday 6th August 19.....

07.00	—
07.30	—
08.00	Minister: Cabinet Papers Briefing
08.00	—
09.00	—
09.30	—
10.00	CEO(s) — Brief me on student strike at Swaning Hill
10.30	—
11.00	Director (USAID) Re: Project Development
11.30	—
12.00	—
12.30	Lunch with Development Bank Team
13.00	—
13.30	—
14.00	Secondary Working Group Meeting: Conference Room
14.30	—
15.00	—
15.30	—
16.00	Polytechnic Staff Grievances: Re New B. Ed Course
16.30	—

What Actually Happened!

07.20	Arrival at the Ministry. Fairly empty. (Most staff arrive at 7.30 or thereafter — my Secretary among the latter.)

The 'in-tray' has only six files which is a good sign. I pull out 'Things to do Today' pad and scribble the following:

1. Ring DPSM — Re Vacant Post in CD&E Dept.
2. Check Minister's Speech - Ring George.
3. Make appointment to service car, etc.

07.30 My Secretary arrives. Exchange greetings. "Sorry, Sir, my daughter is not well this morning and I would like to take her to the doctor at about 9.00 a.m." Agreed.
A quick glance at the Cabinet Papers — only three and nothing controversial!

07.45 Perm Sec's PA peeps through the door "just to remind you that you are acting as from today". Where is the Permanent Secretary? — "Oh, terribly sorry, Sir, didn't he tell you? He is off to India again on a recruitment mission you know — Secondary Teachers!"

08.00 Minister summons for briefing. Good session, but reminds me that we still have to present a cabinet memorandum on *Gratuity for Temporary Teachers who Serve for Over Five Years*. Will do.
"By the way, what is the latest about the Swaning Hill problem?"

09.05 Return to find an old lady with a girl (18 years?) sitting in my Secretary's office — minus the Secretary. (oh dear, what now?) "Your Bursary Secretary is refusing to grant a bursary to my daughter to study Law at the University." Asked her to wait. Back in my office — with the door shut — buzz Bursary. Sec. — "Mrs Pale is here, please brief me"! "Daughter's grades are too low for Law degree, and we have offered her a bursary to do Diploma in Secondary Education!" Thank you. It took 20 minutes to explain to her why her daughter could not be offered a bursary to study Law. Phone rings — CEO (NF) — "Please talk to PS Local Government — My DAEO in Central District informs me that the DC still refuses to let us use primary school classrooms for literary groups!" Advised him to talk to DC first before I go to the top!

10.00 Mr K. arrives — The Swaning Hill strike is almost over. The students will get thicker slices of bread in future. Took advantage of his presence to discuss our strategy of phasing out boarding in Junior Secondary Schools.

10.40 Dashed to PS's office to check his 'in-tray'. Attended to a couple of letters and left the rest for later.

11.00 Director USAID. Fruitful discussion on Primary Education

Improvement Project. The Americans are willing to continue with the project for another two years.

11.05 Got rid of him. My Secretary has returned and informs me that several people called during my meeting with USAID. Anything urgent? Not really. "By the way, Sir, the In-Service Team would like to see you for a few minutes to get your views on the staffing of the new Teacher Centres." "I will give them 10 minutes."

11.40 They arrive. The paper they prepared was very good. Phone rings. "Sorry to interrupt, sir, it is the Minister from Cabinet room!" "How quickly can you get the latest figures on expatriate teachers in the system?" "Give me five minutes." Ring Eric (Planning Unit). "Please help!" [Thanks to our new computer system — within three minutes I have the information.] Minister will be impressed.

12.15 Got rid of the In-Service Team. Summoned the Planning Officer who serves as Secretary to the Secondary Working Group, to brief me on one or two matters on the agenda of the scheduled afternoon meeting.

12.20 Phone rings — Minister again "Could you and the Director of Unified Teaching Service (DUTS) please come and give me thorough briefing on some of these figures?" "Straightaway, Sir?" "Yes, please."
Instructed my Secretary to get the DUTS to come immediately — only to discover that he has accompanied the PS to India. "Get his deputy, then, and also the Principal Planning Officer." I am three-quarters of an hour late for my lunch engagement.

14.00 Secondary Working Group Meeting (see attached minutes).

16.50 Back to office — most staff already left at 4.30. A note on my desk written by my Secretary: "Principal of Polytechnic would like to discuss with you the staff's grievances concerning the new B Ed programme. Will ring you at home around 7.00 p.m.!"
Looked at my "Things to do Today" pad! Why do I bother! But I must ring George about that speech!

Swartland Jakes (1989), *How Do Ministries Really Work: A Case Study - Botswana*, Commonwealth Secretariat, London.

Experienced senior education administrators learn to stall or change activities quite effectively. Occasionally they can be tempted

to deal with the more incidentally pressing matters to the neglect of long-term and important ones. The wise senior education administrator learns to suppress such temptations since crisis-management generates tension and hasty decisions which in turn lead to even greater administrative friction and stress. Stress is a constant hazard for senior education officials in small states. For example, the unscheduled structure of their work can become a major source of frustration when at the end of a hard working-day they can list numerous minor tasks but cannot identify any seemingly tangible results or report significant in-roads into their long list of scheduled projects. The demands on the physical and mental resources become draining when they lack competent assistance and the support of personnel who understand and mitigate their problems. Stress and frustration become most acute when several officials have to share and therefore compete for scarce support services and common resources.

Approaches to Time Management

A particular approach to introduce a measure of organizational structure in the seemingly unscheduled working day of the multi-functional senior education administrator is to allocate timeslots of 80 or 90 minutes to different tasks. Specific periods during the week are assigned to planning meetings, school visits, correspondence, appointments, and the essential 'miscellaneous' label slot. Using this technique, an official's weekly schedule would look something like this:

	Monday	*Tuesday*	*Wednesday*	*Thursday*	*Friday*
Time-Slot 1	unfinished tasks from previous week	school visits	misc	misc	review of week's work
Time-Slot 2	appoint-ments	corres-pondence	school visits	appoint-ments	corres-pondence
Time-Slot 3	planning meeting	appoint-ments	misc	misc	school visits
Time-Slot 4	misc	misc	misc	misc	misc

misc = unplanned miscellaneous slots

A few precautions will make such a time-management schedule both practicable and effective.

One cannot design a schedule without consulting colleagues, especially those who are directly involved, say, in planning meetings. But once a schedule is established it is important to make every effort to follow it, encouraging colleagues and, if possible, superiors to assist you. For example, you and your colleagues will agree to allocate specific days and times for weekly, fortnightly and monthly meetings to deal with particular issues, such as planning, co-ordination, finance, personnel, support services, controlling. Secretaries, in particular, should be trained to stick to the schedule, especially in allocating appointments and dealing with correspondence. Equally important, they must be supported when persistent or influential callers attempt to see you 'urgently' or when 'urgent' matters have to be attended to. Experienced administrators know that 'urgency' in their job is a relative word.

At first the schedule may appear impractical and unlikely to be kept over a long period of time. Without doubt, there will be many occasions when one is compelled to depart from it either by choice or due to circumstances beyond one's control. However, as colleagues become accustomed to one's routine and as others develop their schedule, the pattern becomes supportive and reinforcing. It will become known, for example, that a particular senior administrator will see people only on such days and at such times, and visitors will make the effort to see him/her at the allocated times. Many education officials appreciate the value of effective time allocation from their teaching days and their use of time-tables, yet they seem to find it difficult to adopt a similar technique when they move to the office.

Another precaution for success is to consider the demands and requirements of others. If schools finish classes at 3.30 p.m., one needs to allow a slot for late appointments which make it possible for teachers or heads of school to travel after school hours rather than earlier when they would have to leave classes without teachers. If some office staff are allowed to leave early on Friday afternoons to travel to distant homes for the weekend, attempts to hold planning meetings or office reviews late on Friday will be quite inappropriate when several people are anxious to leave.

A third precaution is not to follow the schedule slavishly. It should be regarded as a structured guide and not a dictate of one's working day. This factor becomes particularly important when some of the senior administrators' tasks, such as when visiting schools, require an

element of spontaneity. It is not a practical or a tactical approach if everyone knows that your 'surprise' visits to schools occur on Monday and Thursday afternoons! The schedule may have to be reviewed and altered from time to time as job demands change.

Office Equipment

The efficiency and productivity of senior education administrators can be further improved with the adoption of modern office equipment when finance and resources allow. In this respect, many senior education administrators are catching up with their colleagues in industry and are utilizing office-equipment to an ever-increasing extent.

With the electronic revolution, telephone answering machines, dictaphones and personal computers are easily accessible. They are relatively cheap and no longer regarded as luxuries. Used judiciously, office aids contribute immensely to the avoidance of unnecessary interruptions in one's routine and in many ways make up for the shortage of staff. For example, all in-coming calls are recorded on the answering machine to be sorted, prioritized and dealt with at the appropriate time. Many executives save considerable time in dealing with correspondence, dictating memos or composing reports, by utilizing dictaphones, even outside office hours, sometimes while travelling. Personal computers have become invaluable office equipment for word processing as well as storing and retrieving data and information. It will be necessary, however, to prepare and train support staff in the use of office aids. As in many cases of innovation, the staff may regard the introduction of such equipment as an intrusion on their work, or interpret it as lack of confidence in their competence or, even worse, as a threat to their job. It is often necessary to reassure them that the new equipment will not jeopardize their job.

The senior education administrator must know, of course, what office equipment is available locally and from where to obtain the best independent advice without any obligation to buy. Some government organizations have a purchasing advisory board, but senior officials may do well to look for the relevant information themselves by approaching local agents and writing to foreign companies requesting information and catalogues. Of course, catalogues do not always give all the necessary information or the most reliable evaluation. Wherever possible, the equipment must be seen in action and the opinion sought from people who have used the equipment over a

period of time. Here, the advice of friends in industry or from colleagues overseas will become a valuable asset.

Self-Evaluation: How good a time manager are you?

a. As an important and relatively well paid executive are you able to identify clearly:
   i. the duties for which you are solely responsible?
   ii. how you came about to have these duties?
b. Can you estimate the time various tasks take to complete?
c. Do you normally complete your assignments in time?
d. Are the results what you really want them to be, or would they be better if you had more time?
e. Are you able to resist getting involved in work that actually is the responsibility of others?
f. Are you spending too much time on pressing low level tasks and hardly any on the really important ones?
g. Can you delegate and should you be delegating some tasks to others?
h. Do you work to a plan, however flexible, rather than letting work or others dictate your timing?
i. Can you find the time to think, plan and speculate about alternative strategies to your assignments?
j. Do you enjoy being busy and would feel lost and frustrated if you weren't?
k. Do you feel you are indispensable?

Loneliness at the Top

A major problem faced by senior administrators stems from the fact that they have to work at the top on their own. Their high position in the hierarchy, the need to direct, to evaluate other people's work and to reward and criticise ensures that job isolation becomes built in. Very often they are reluctant to share their occupational problems; they find it even more difficult to share their personal concerns. In these circumstances senior education administrators can easily develop symptoms of loneliness, stress and ill-health, factors which, if left unattended, would influence and reflect negatively on the quality of their work. This in turn would result in more loneliness, stress and ill-health.

The higher senior education officials advance to the top, the more isolated they tend to become. The very nature of their work which involves complex variables, the needs to exercise expert skills only

they possess, and the handling of confidential information means that they have to act on their own, even when they would prefer to share the decision-making process. Unlike their counterparts working in big administrative set-ups, they cannot share experiences with colleagues in similar positions. On the other hand, they may feel ill-at-ease discussing problems with their subordinates. This may suggest weakness or managerial incompetence to the very people who probably pushed the problem upstairs in the first place. Furthermore, many senior education administrators are reluctant to discuss their work with family and friends, with the result that as their work load increases and consumes more of their time, the interaction with those close to them is progressively reduced while their sense of loneliness and isolation increases. The vicious circle becomes difficult to break. Continuous overwork, a constantly high degree of concentration, less time to relax, isolation from colleagues, friends and family breeds further stress and work fatigue.

Wise administrators who wish to stay healthy and sane will find time to relax, to share discreetly the problem-solving and decision-making process with colleagues, even when these are their junior, to spend time with their family and friends. Some do not find it difficult to share the joys and frustrations of the job with those close to them without breaking confidentiality and without burdening relatives with their occupational worries. Yet, to many, this is not easy. Traditional civil-service attitudes often prompted by the colonial mentality of keeping information from the 'natives' often abhor the sharing of power and reinforce the isolationist approach. Senior education administrators in small states, who are already prone to occupational and professional isolation, will preserve their own health and the wellbeing of their organization if they can share their occupational worries with 'significant' people around them.

In managing time and setting priorities, the senior educational administrators will do well to include in their time allocation enough space for relaxation, for free-time, for socializing with colleagues and friends, for doing things that are different from the routine. Maintaining a social and friendly attitude with colleagues reduces tension and cultivates a collaborative working relationship which facilitates discussion and sharing of problems. In such situations, trusted friends and colleagues act as sounding boards for one's ideas, even if they may not be conversant with the full extent of the issues. Friendly and supportive colleagues become invaluable assets when senior administrators have to share limited resources.

Stress: Positive and Negative Aspects

As it becomes clearer what stress is, it is also important to know what stress is not. It is not just the well-publicized, male dominated 'executive stress', but a disease which afflicts teachers, secretaries, principals, inspectors and caretakers alike. Stress is also not merely nervous tension, nor is it always the result of physical harm. For example paying a compliment to a teacher or a student produces stress without causing adverse effects — creating a feeling of euphoria rather than distress. Finally, stress is not something to be avoided; it can be the spice of life, if one handles it wisely.

> Gmelch, Walter H, (1988), "Coping in a World of Tension: The Effective Educator", *CCEA Studies in Educational Administration*, No. 48.

– Do you accept the 'positive' type of stress? How often do you and your colleagues compliment each other on work well-done in order to reinforce 'positive' stress and reduce distress?

Making Things Happen

The constant change of roles and the variety of tasks of senior officials are most demanding but have their positive side. The varied experiences broaden their vision and improve their knowledge, skills and long-term performance within the educational system. This aspect certainly ensures that they do not suffer from dull moments at work. Indeed, the job of senior education officials in small states can be most exciting and rewarding, especially when they get the satisfaction of starting and completing a project, when they overcome the difficulties and resource limitations to achieve an educational gain for their sector. Evaluating and dealing with important and complex issues, employing one's experience and expertise, charting and executing policy, being in control and bringing into effect one's ideas and ideals, are factors which can provide a sense of satisfaction and pride in one's occupation.

Setting priorities, allocating time wisely, and utilizing their energies efficiently will render the job of senior education administrators more productive, less stressful and possibly more enjoyable. The world of leading education administrators in a small state can be most rewarding as well as most demanding.

FOLLOW-UP ACTIVITIES

Activity One:

a. List the routine and the unusual chores you carry out in the course of a week's work. Group them under different headings, which may include:

   — planning or review meetings,
   — consultations with colleagues,
   — handling correspondence,
   — visits to schools/other departments,
   — sitting in committees,
   — holding appointments,
   — miscellaneous, unplanned activities.

b. Allocate a percentage of your working week to each category;
c. Divide each working day into 60 or 80 or 100 minute time slots, and design your own time-management schedule;
d. Persuade two or three of your colleagues to design their own time-management schedules in order to compare them and attempt to align them;
e. With your colleagues, discuss the utility of designing and adopting a time-management schedule.

Activity Two:

a. Seek information about the availability, cost, and technical possibility of installing the following office equipment:

   i. telephone answering machine,
   ii. electronic typewriter with memory, storage facilities,
   iii. dictating machine,
   iv. personal computer/wordprocessor, database.

b. Apart from the technical aspects, look into the possibility of installing the above office aids, taking into account:
   i. power availability,
   ii. other officials' reactions,
   iii. junior staff's reactions, especially their willingness and competency to operate the equipment,
   iv. costs, including upkeep and maintenance.

c. Look into the advantages and disadvantages of buying a personal organizer of the Filofax type.

Activity Three:
Case Study: Wednesday Afternoons

Since your appointment as Head of Personnel Section, it has been a hectic eleven months. The working day appears to be shrinking as you get to grips with the multitude of problems, each more urgent than the next. Your day appears to be taken up by endless interviews and appointments with teaching and non-teaching personnel. Everyone seems to have been waiting for you to get promoted in order to bring problems before you and all seem to expect you to solve them overnight.

You find the work exciting and in many ways most rewarding, especially when you manage to solve problems for people, many of whom are acquaintances or friends. It has become increasingly clear that your new post places you in the most favourable position of being known among your subordinates as well as superiors in the department, a factor that certainly will be a great asset when you seek further promotion.

But that can wait. At the moment you have great plans for your present job. You find the personnel section in a shambles and you aim at getting it ship-shape. You see the urgent need for a proper 'consultation' process whereby employees of the Ministry of Education are aware of their rights and obligations. There is a demand for a proper cross-referenced filing system. Because of the small number of personnel employed by the department, the installation of a computerized record keeping system need not be expensive and will not take too long to set up.

Furthermore, there is a far more urgent question that needs attention. As an ex-education officer you are fully aware of the mis-match that exists between many young teachers and the subjects they teach. Although many are better qualified and better trained than their colleagues, they cannot be allocated to teach their specialist subjects since the seniority system gives preference to the older teachers. As a result, there is a great malaise in the Department. Many young teachers are becoming frustrated, and quite a number are moving to other, more occupationally satisfying jobs. You believe you have a feasible plan to solve this complex but urgent problem, but cannot find the time to think it out properly, to put it on paper and present it to your superiors.

You are also aware that such a plan will be most unpopular with the older and influential teachers and certainly will require protracted negotiations with the unions. In the process your present popularity

may be shortlived.

In order to rationalize your time in the hope of working on your plan, you have allocated Wednesday afternoons to this task — seeking out files, collecting data, building up a case to support your plan. The instructions to your secretary have been explicit: "No appointments, no phone-calls, no visitors, no other assignments for Wednesday afternoons!" They have been followed except for the last few Wednesdays.

Two people have noticed that you are free from appointments on Wednesday afternoons. One is the Director of Education himself, who has twice asked you over to his office to discuss important problems, but which could have been tackled at any other time. The other person who is utilizing the Wednesday afternoon slot is your assistant, an old friend and faithful colleague, who avails himself of your relatively 'free' time to bring you complex problems that do need attention and uninterrupted thinking. You admit that you find the two encounters occupationally and personally rewarding, but they are also interfering with your long-term plans for the section. You need a solution to the Wednesday afternoons problem:

a. Do you temporarily forget your plan and concentrate on building a strong relationship with the staff?
b. Would you cultivate the friendship with the Director in order to become more influential and consequently be in a better position to implement your plan?
c. Would you explain to the Director and your assistant your commitment for Wednesday afternoons and hope that they would understand the situation?
d. Would you go on as you are in the hope that you would be able to stall the unwanted interruptions and eventually complete your task?
e. Or would you resort to some other solution for this problem?

You may wish to discuss this problem with your colleagues and see how they would approach it.

Chapter Three

Recruiting and Managing Staff

Senior education administrators in small states have to be in constant touch with people; their colleagues on the job, parents, students, all members of their small community. Although they are often required to make and take decisions on their own, their multiple occupational roles bring them in frequent contact with superiors and with subordinates. Very often they have a determining say about who and under what conditions their colleagues and subordinates work in the service. Senior education administrators are responsible for establishing staff complements, for setting recruitment policies and procedures — both, usually in the context of public service communion directives — and for managing their staff by making the best utilization of the human resources available in the restrictive economies of their countries.

Recruiting Staff

The recruitment and the management of competent personnel by the educational systems of small states is beleaguered by the general and familiar problem of limited resources. As a result, a restricted pool of trained and educated individuals is sought after by state and private organizations, themselves short of resources. Contrary to the normal rules of supply and demand, however, these people cannot draw high salaries or attain reasonably spaced promotions. The economies of most small countries are poor, funds are limited and career openings are few and far between. Unless one considers job security in state employment as an overriding factor, monetary and career inducements in education do not constitute major recruitment attractions.

Furthermore, employment in centralized systems of small states often implies demands on one's commitment, resourcefulness and adaptability that become more taxing as one advances along the thin career path. Even the few who attain senior positions on the basis of

high qualifications and expertise in a specific area soon discover that they are required to deal with multiple problems and fulfil multiple roles for which they have not been trained and which they have to learn to cope with on the job. Consequently, those responsible for the recruiting of staff in small states need to give priority to such qualities as flexibility, adaptability, ingenuity and improvization as well as expertise and commitment. Senior education administrators who themselves form part of the limited cadre of state officials have to employ significantly different recruitment strategies from their colleagues in states where resources, career openings and the nature of work are different.

Recruitment Demands

Senior officials in small centralized systems are often involved in a whole range of staff recruitment and appointment exercises in ways that are not found in larger systems with more specialized personnel functions and a more rational distribution of roles and tasks. Such a requirement not ony overtaxes the workload of these administrators but also overstretches their competence, especially when they are involved in recruitment areas in which they have limited knowledge. For instance, it is quite normal in small countries that officials from one sector of the civil service sit on selection boards from another sector so that the education officer for English will be asked to interview applicants for a foreign service post, the education officer for Mathematics will be asked to help select staff for the Finance Ministry, the technical education officer will assist in the recruitment of technical hospital staff, etc. These tasks become time consuming, especially when senior officials cannot delegate them to subordinates. Civil service rules in many countries stipulate a certain level of seniority between candidates for a post and the members of the selection boards. The major benefit derived from such exercises lies in that most senior officials in the service become well acquainted with the expertise available in the country and develop a network of information and acquaintances which they draw upon when required.

The social milieux tend to complicate the process of recruiting or promoting staff. Personal relationships, political influence and family ties can exert overbearing pressures to the extent that senior officials in small states envy the impersonality and anonimity of their colleagues in larger countries. In the absence of bureaucratic screens, experienced officials in small states set clear parameters for promotions and staff recruitment and budge from them only with

great caution. There are very compelling reasons for such a strategy: (a) the resources of small states are often too limited to allow for wrong choices and wastage, (b) the outcome of mistaken decisions are immediate and too transparent to be absorbed easily in small organizations, and (c) the human interaction is too close and personal to allow even hints of preferential treatment. Furthermore, the time of a small core of senior officials is too precious to be wasted on unnecessarily complex litigations when well-thought out and clear procedures can render the recruitment exercise smooth and straightforward.

The first task in the recruitment or promotion exercise is to establish the precise needs and nature of the post. Clear answers will be required to the following questions:

a. What are the actual causes that have led to the need for the recruitment or the promotion of people for this post?
b. What changes, innovations and improvements are expected to result from the filling of this post or the awarding of a promotion?
c. What priority should be given to this particular need in relation to the needs of this and other sectors?
d. Is the filling of the post or the promotion really necessary? Will the re-deployment of duties or the purchase of equipment eliminate the need of the post altogether?

Identification of the real, in contrast to the claimed or presumed needs, will help senior education administrators in small states move to the next step and establish precise criteria for selection.

Establishing Recruitment Procedures

With clear recruitment requirements established, senior education administrators have to get down to the detailed procedures required to fill the post. It will benefit those responsible to pay particular attention to the details of the recruitment or promotion exercise. The selection and the appointment to government posts in small states generate a great deal of attention as well as possible suspicions of foul play. Senior education administrators would do well to avoid all possibilities of entering into a social and bureaucratic quagmire which would reflect negatively on the efficiency of the organization and their own professional credibility.

The most tempting solution in these instances is simply to follow past procedures, to bring out the previous call for applications and replicate it. Such action has its attractions as it saves time, work and

worry. It also offers the ready excuse of precedence, but it does not ensure efficient results. An alternative approach would be to seek the advice and assistance of one's colleagues to establish clear, and written, guidelines which the selection process should follow. One can rightly argue that such procedures should be regarded as normal and routine for recruitment and promotion exercises in both large and small states. However, the case for clear and strict procedures is stronger in the latter where resources, social and political pressures can lead to expensive and time-wasting litigation as well as unnecessary personal acrimony.

Recruitment Guidelines

Senior education administrators in small states may wish to consider the following points when devising staff recruitment procedures:

a. Job Descriptions

i. Do job descriptions for the post exist already? Will these be altered to take into account changed circumstances?
ii. If the job description is to be changed, will it be a vague or a detailed one (see next section)?
iii. Once a candidate is selected, will public service regulations allow changes in the job description to fit the particular expertise of the candidate?
iv. Can the job roles be negotiated to maximize the expertise and work satisfaction of the incumbent?

b. Qualifications Required

i. What are the minimum academic qualifications required for the job? Will grossly over-qualified candidates be considered?
ii. Is work experience necessary? Does it have to be specific work experience, that is closely related to the job, or will any type of work experience suffice?
iii. How will it be ascertained that the claimed academic qualifications and/or work experience are authentic?
iv. How are a candidate's flexibility and adaptability to be assessed: through referees? through past personal rating reports? during a specified term of probation? or a combination of all or any of these criteria?
v. What happens if none of the candidates have the minimum academic qualifications and/or work experience? Will lower qualifications be considered?

c. Age Requirements

i. Will a minimum or/and maximum age limit be imposed?
ii. Will selected candidates continue to occupy the post on reaching a certain age?

d. Conditions of Work

i. What are the general conditions of work: working hours, working environment, support services, etc.?
ii. Are there specific conditions of work: special requirements, such as travelling alone to remote areas, dangerous assignments, frequent overseas travel, frequent after office-hours work?
iii. Does the job entail the use of special equipment (for example, a car for frequent travel)? Will the equipment be provided by the incumbent or supplied by the service?

e. Salary

i. What is the stipulated grade and corresponding salary?
ii. What is the promotion path for the job and the prospects for promotion?
iii. What are the opportunities or limitations for overtime?
iv. Will the incumbent be allowed private work?
v. Are there special allowances for higher qualifications, for further training?
vi. Are there special production bonuses?

f. Issuing Calls for Applications

i. Who will formulate and issue the call for application: the departmental section, the Department, the Ministry, the Public Service Commission?
ii. Who will undertake its printing and distribution?
iii. Will applications be limited to employees already in the service, or will it be open to the public in general?

g. Receiving Applications

i. Who will be responsible for accepting applications?
ii. What will be the closing date? Will late applications be considered at all? How late?
iii. How and where can applications be submitted: personally or by post, at a central office, at regional offices? If at the latter, how will applications be transmitted to a central processing location — is

there a need for security?
iv. Will applications be acknowledged?

h. Selection

i. Will selection be based on;
   — the information supplied in the application form and accompanying documents?
   — following an interview, a test, an examination, or a demonstration/practical session?
   — a combination of the above?
ii. If more than one assessment method is to be used, what weighting will be given to each method?
iii. Who will be the members of the selection board, on what criteria will they be chosen, who decides on the selection of the selectors?

i. Publication of Results

i. Will a time limit be set for the publication of results?
ii. Who will issue the results?
iii. What method will be employed to notify the selected as well as the non-selected candidates?
iv. Will the results be final, will requests for revision of results be entertained? If so, under what conditions?

j. Non-conclusive Results

i. What procedures will be set in motion if none of the candidates is found suitable for the job? Will it be re-advertised or will an alternative solution be sought?

Establishing detailed answers to these questions may appear mundane and cumbersome. However, most senior education administrators will readily admit that at one time or another they will have to deal with each point. It will save time and avoid confusion if they can deal with various points in an orderly and systematic manner.

Job Descriptions

Careful attention to drafting a good job description will serve as a most important early step in the recruitment and retaining of efficient, committed staff. Public service job descriptions usually fall into one of two contrasting types: too vague or too detailed (see box below). Job descriptions that are too vague lead to misinterpretations and labour disputes. When too detailed, they place the service and the incumbent

Job Descriptions

The following are reproductions of two authentic job descriptions issued in a small country advertising the post of Education Officers:

1. A Vague Job Description Resulting in Vague Role Indicators
The Education Officer:

— is responsible for administrative duties related to the teaching of a Foreign Language(s);
— is required to advise on matters related to the subject(s);
— must perform any other duties compatible with the post.

2. A Detailed Job Description Resulting in Overloaded Role Indicators
The Education Officer, Technical, should:

— advise heads of school and teachers on matters related to the curriculum, teaching methods, choice of textbooks, equipment and teaching aids;
— advise the Director of Education on curriculum development, choice of textbooks, equipment and teaching aids, so that standards of teaching in schools can be maintained and improved;
— in conjunction with other education officers, heads of school, etc., ensure integrated programmes of activities and studies in schools;
— help organize and conduct educational and cultural activities and collaborate with the University in the organization and conduct of in-service courses;
— inform the Director of Education of work being carried out in schools;
— carry out administrative work related to the area of his responsibility, for example, collection and dissemination of relevant documentation to schools; help in drawing up lists of books and equipment and checking on their distribution and proper maintenance in schools;
— liaise with other Government departments, parastatal bodies and industry, with a view to drawing up training programmes and courses to satisfy the industrial needs of the country at craft/technician level;
— ensure that the policy of the department is efficiently carried out;
— carry out other duties compatible with the post.

How do the job descriptions issued by your service compare with the above?

in a strait-jacket which restricts the flexibility and improvization so necessary in the limited labour environment of small states.

When compiling job descriptions, senior education administrators in small states may bear in mind the following considerations:

a. *The Needs of the Organization:* Job descriptions have to be directly related to the specific needs of the employing organization or institution. The duties of the selected candidates have to reinforce those of their colleagues. Their roles have to link with those of their superiors or subordinates. It is not uncommon to discover that certain job descriptions are made to suit the specific aptitudes and qualifications of an individual and not according to the needs of the recruiting body. Big and affluent organizations may, perhaps, be able to absorb such extravagances; small ones will be devoting valuable, scarce resources to peripheral services at the expense of essential requirements.

b. *The Status of the Incumbent:* A good job description indicates the nature and extent of the relative authority, power, responsibility and accountability of the incumbents and the place into which they fit as members of a team. It identifies clearly the specific part which the holder plays both individually and collectively. If, for example, one of the duties of education officers is to organize in-service courses, the job descriptions should be clear about those functions that they can decide on their own, those they should delegate to others, and those that require the approval of their immediate superiors. Otherwise these officials either end up doing everything themselves or leaving things undone. Clear indications of one's responsibilities and duties lessen the chances of bureaucratic mix-ups and personality clashes.

c. *Accountability:* Consequently, a job description should indicate clearly the incumbents' position in the organizational structure, to whom and for whom they are accountable. This particular aspect may prove difficult to define in the organizational set-up of small states where the diffused occupational nature and the multiplicity of roles of officials inhibits very formal hierarchical structures. What is the position, for instance, of the schools' architect whose main duties are with the Education Department but whose substantive post is with the Public Works' Department and when both make heavy demands on his services? Again, what

priority should the Chief Technical Officer give to the demands of the Manpower Training Commission when his/her services are almost fully committed to the technical education programme and when the Manpower Training Commission does not form part of the Education Ministry?

d. *Legal Requirements:* In writing job descriptions it is always advisable to comply with current local policies and regulations. It pays to discuss them with higher authority (in some countries it is obligatory to obtain the prior approval of the 'Establishments Division') in order to avoid unnecessary complications. This requirement deserves special attention in small systems where job duties are closely related to the relative grades in the public service. Relativity is jealously guarded by the various trade unions involved so that discrepancies are, or can be, interpreted as attempts to disrupt the established relativity, or to alter existing conditions of service.

e. *Flexibility:* It may be necessary to re-negotiate the job description with the incumbent where circumstances have changed. It is wise, therefore, to include an appropriate clause in the call for applications allowing for possible changes. The need is particularly pertinent in small states with centralized educational systems where the turnover of staff is often limited, especially at a senior level, and where changing circumstances dictate changing responsibilities in an official's already multi-functional role. Changing job requirements, organizational innovations and technological advancements are likely to render certain job specifications inadequate after a few years. The multi-functional duties of most officials in educational systems in small states demand flexibility.

Managing Staff

In most ways, the general management of staff in small educational systems is not drastically different from that in larger entities. Therefore, it is not necessary to deal with the subject in detail here. The major telling difference, as mentioned throughout, arises from the close personal relationships and the transparency that exists in small communities. These significant variables cannot be ignored by the senior education administrator. Set policies and clear lines of management can be bent or thwarted in conditions where "friends-of-friends" have telling influence, where employees or subordinates can

obtain inside information and unofficial support, where family loyalty forces officials to close an eye to an individual's misdemeanours.

In these conditions, discipline and the efficiency of the organization suffer. Senior education administrators, for example, find it difficult to censor incompetent personnel who are backed by powerful superiors, or who have political clout. Similar constraints arise when they have to post personnel to duties and localities that the individuals concerned are loath to take up, when they have to write reports and make comments which will not please influential people in the service or the politicians.

One approach in these situations is to act the maverick, the fearless (or reckless) upholder of set policies and regulations. A more pragmatic approach is to use tact, diplomacy and patience mixed with responsibility and honesty. Inflexible attitudes lead to unnecessary antagonism and opposition that in the long run create insurmountable barriers and limit the authority and effective power of the senior administrator. At the same time, easy compromises and giving-in to political and personal pressure cost senior education administrators their integrity.

Unfortunately, in the restrictive organisations of small states, officials who are publicly or unofficially discredited have no distant posting to run to, or an opportunity to have a second chance in a different post within a different set-up, in a different region. They have to face the consequences of their actions not only on the job, but also in the community and within the family circle. The official, community and family limits are too close and interwoven to be kept apart.

Adherence to the following principles may help the senior education administrator in small states to keep on top of the demanding management problems that, more often than not, have at their root, a hidden human factor.

a. Be sensitive to the needs of all people, sections and institutions under your charge. One major advantage that senior education administrators in small states have is the scale factor where the number of people and often the short distances involved allow easy and frequent personal contact. This would help you be aware of people's concerns, their worries, their problems and their assets. Being kept informed second-hand through intermediate officials is important but should not be the sole line of communication.

b. Listen to all views, complaints, comments, observations, criticism

How to Develop Mutual Trust

Here is the secret of creating within your organization a spirit of mutual trust and respect for others. When this occurs, exceptional performance will become the norm.

Build mutual trust and respect

Be honest and open in all matters. Deal with all matters as they occur: don't hold anything back. Focus on issues, not personalities. Treat others as you would like to be treated yourself. Work in a manner that maintains self-respect and dignity.

Create a desire for mutual success

All parties must win. If there is a sense of only a single winner — somebody losing so that someone else can win — then this will undermine a state of mutual trust.

Encourage co-operation

A mutually supportive atmosphere must be created and all must agree to work towards a common goal. Mutual trust can be destroyed in a minute by an inappropriate decision or action.

Communicate effectively

Communication is usually poorly done. Its absence is a frequent complaint — especially in management teams that espouse a participative style.

Provide immediate feedback

Evaluate and discuss the accomplishments and shortcomings of your efforts with your team. Coach those who need help.

Encourage innovation and creativity

Foster co-operative brainstorming, xeroing in and lateral thinking to address the issues. Tackle problems together.

Share the results

There is harmony in a relationship where people work together. Part of this harmony can be attributed to the manner in which benefits are shared and recognition is given.

> *The Practising Administrator*, Journal of the Australian School Administrators, File Away 85, Vol. 10, No. 3, 1988.

— Would you say that the spirit of mutual trust and respect for others exists in your institutional set-up? What can you do to reinforce it?

and praise; but check them out. In the interwoven, complex relationships of people in small states, there is some truth, even in the most outrageous rumour. At the same time, even the obvious truth may not be the whole truth. It is wise, therefore, to listen — but verify. Never act rashly without first looking at a situation from every angle. In small states, perhaps more than in large states, things are not always what they appear at first glance. Further analysis may reveal aspects that were not apparent initially.

c. Keep notes of meetings, interviews and think-tank sessions. In the multi-functional role, it is difficult to keep track of all, or even the important decisions reached, the facts that have to be checked out, the follow-up action that needs to be taken. The process of switching from one job to the next, from one difficult situation to a more complex one, often means the relegation of the less pressing action to a later period when the time-lapse can play tricks on one's memory. Reference to written notes makes it easier to refresh one's memory and renders it less necessary to depend on other people's perhaps subjective or selective recall. In the process one lessens stress and mental fatigue. The greater the diversity and multiplicity of roles in which the senior education administrator is engaged, the greater need for written references.

d. Act on the assumption that there are no secrets in small states. Confidential matters always find a way of leaking out. Confidences uttered to most trusted friends and colleagues have a way of becoming known, first among a wider circle of friends and colleagues and later to a much wider audience. This does not mean that senior education administrators should not keep secrets or should reveal confidential matters. It is a well-known phenomenon, however, that private beliefs and actions eventually become public. The transparency of the small community seems immune to secrets. In these circumstances, senior education administrators can best retain their credibility by being consistent in their dealings with other officials and the general public. It simply does not pay to tell one person something, and another something else, to treat one individual in one manner and the next in a different way. The Machiavellian types may be regarded as clever and astute at first; eventually, however, as their wheelings and dealings become better known, they lose their credibility, and their administrative clout.

How Does One Learn to Lead?

The best way to learn to lead is to lead. This does not mean that a person must dominate. It means being 'fired up' and having the enthusiasm to get something done. A leader must have a desire to serve, to achieve goals, and to leave things better than they were when the leader found them. It also means that potential leaders must study leadership. It has been written elsewhere that, to learn leadership, the following five-point programme should be adopted:

a. Study the qualities of recognized leaders.
b. Study yourself. Recognize your strong and weak points.
c. Work at being a good follower. Those who cannot obey cannot effectively lead.
d. Learn as much as possible about group action. Make sure you understand your group.
e. Develop a plan of learning and improvement in leadership and work to your plan.

Remember that leadership is a function. It is something a person does. It is not a group of personality traits.

The Practising Administrator, Journal for Australian School Administrators, "File Away 2", Vol. 7, No. 1, 1985.

— Do you feel that your superiors and colleagues have leadership qualities? How can you tell? Do you think you yourself have the necessary leadership qualities for your job? Why?

Sharing Human Resources

Owing to the limitations of finance and personnel, when setting up recruitment policies, senior education administrators have to anticipate the need to share expertise among the various sectors of educational systems. Here, specialised services entail high unit costs. These can be reduced considerably when utilization is maximized by spreading the service of specialist personnel among the highest number of possible users. This requirement might mean (and the corresponding job-specification and call for application may have to indicate) that the Department's accountant will be required to teach Accounts at the Business School as well as the Sixth Form College; the physics laboratories and their technicians are needed to service courses at the University, in-service courses for science teachers, as well as the country's 'standards control unit'.

The logic for such arrangements sounds compelling; however the logistics for their implementation often prove problematic. Sources of difficulty include:

a. People who feel inconvenienced by the need to share, attempt to undermine the pooling of resource arrangements.
b. People who exploit the demand on their services and expect unreasonable monetary rewards or special treatment for the performance of their duties.
c. People, including students, who exert pressure to stay at or move permanently to the institution with the better facilities or environment. Variations of this pressure demand that "our" school or institution and not "theirs" should house the specialist services; alternatively, "our" school or village should have the same facilities that the neighbouring school or village has.
d. People who offer a cool reception to the "visitors" entitled to share the specialized services or facilities. The latter are made to feel as uncomfortable as possible in the "alien" surroundings when, for example, during scheduled visits, equipment systematically fails to function and specialists suddenly turn ill or unexplainably become occupied with more urgent tasks.
e. People who abuse the logistical problems, such as conflicting timetables, transport difficulties, wear and tear of equipment, etc.

Why Share?

It is an underlying assumption of economics that people, acting as individuals and in groups, have many wants but insufficient resources to satisfy them all; it is assumed, for the purpose of economic analysis, that we live in conditions of scarcity. In such circumstances people must make choices, and these are concerned with using their limited resources to satisfy some, but not all, of these wants.

Thomas, Hywel (1987), *The School as an Economic System* (unpublished), Department of Social and Administrative Studies, University of Birmingham, England.

— To what extent is the sharing of resources exercised in your country's educational system? Would you say that the practice needs to be expanded or reduced?

Regardless of the problems, many small educational systems are finding it necessary to devise organizational arrangements that exploit

the pooling and sharing of resources and services in order to reduce expense and increase efficiency. Ever-increasing needs for sophisticated equipment and its operators, coupled with the shrinking buying power of their budgets make sharing unavoidable. However, the people who have to do the sharing do not always appreciate the need, and senior education administrators have to devise strategies whereby services are given and acquired equitably. They have to adopt methods which overcome people's deep-rooted reluctance to relinquish or even share the services offered by their particular sector even when they readily admit that they are public servants and their utilities are "public" property. Full consultation with the people involved, negotiations that involve give and take, and clearly spelled out and delineated agreements on usage contributes to a lasting solution. "Ad hoc" solutions that encourage facing the problem when it arises hardly ever work, especially in cases where the need for people's services involve close co-operation.

When the sharing parties have to present their case every time the issue is raised, much time and administrative energy are wasted to solve a recurrent problem. If no problem seems to exist, it probably means that one claimant has overwhelmed the other into silence. Both instances are not conducive to the best utilization of one's assets. In contrast, a good manager of human and physical resources flushes out such problems, indeed anticipates them and takes action before they become insurmountable. A good starting point occurs when staff are being recruited. At this stage, senior education administrators should try to attract staff who are amenable to innovative ideas, adaptable to changing circumstances, and ready to face new challenges even when these entail personal discomfort. Senior education administrators who consistently succeed in acquiring and retaining this type of staff are very fortunate indeed.

FOLLOW-UP ACTIVITIES

Activity One:
Analysis of Your Own Job
Write a detailed description of your own job. Compare it with that issued when you applied for the job. Re-write a new job description as you think it should be.

Activity Two:
Job Specification and Qualifications
Identify a post that is likely to become vacant in the near future and, under three columns, draw up:

a. The ideal job specifications that you would aim for, and
b. The things that you would compromise on, knowing the possible limitations of the country.
c. Indicate clearly the qualifications required, the conditions of service, including any special circumstances under which the selected candidate may have to work.

Write a detailed description of the procedure that needs to be followed in the entire process of filling this post. Include in the list the people to be consulted, the approvals to be obtained, the agencies to be informed, the time-schedule to be drawn and the places for meetings to be identified.

Indicate the percentage weighting and the criteria that the Selection Board should adopt in allocating marks qualifications, years of service, relevant experience, personality, leadership and other pertinent qualities, such as flexibility and adaptability.

Activity Three:
Pooling and Sharing of Staff
The Department wants to ensure that all students in Forms IV and Forms V of State Secondary Schools are to receive basic computer education before they leave school. How would you tackle the problems, taking into consideration the facts that there is a serious lack of equipment, qualified personnel, space, and finance?

Activity Four:
Case Study: Vacant Post, Chief Technical Officer
The long column of applicants for the post of Chief Technical Officer has been short-listed to three apparently equally deserving

candidates. The three have been interviewed at length, but the selection board has not yet found it possible to take a decision. As the evaluations ensued it became increasingly apparent that the members of the board are very much looking upon you, as Chairman of the Board as well as the official who will be working closely with the selected candidate, to take the lead.

Your evaluation of the three candidates can be summarized thus:

Candidate A

He has been in the section for the last fourteen years, and deputy to the retiring Chief Technical Officer for the last five. He is thoroughly competent with most things mechanical, but has had difficulties with electronic equipment. He knows the ropes in the department and, having worked in all its sectors, has first hand knowledge of their demands. He knows his subordinates on a first-name basis, and his affable manner renders him a popular man with the workers in his sector and beyond it. You would not hesitate to recommend his appointment if it were not for his weak knowledge of electronics, a factor that takes an added importance at a time when the government has embarked on an extensive programme of updating the equipment in the technical and trade school sector. In this exercise the Chief Technical Officer plays an important role.

Candidate B

He has been in the department for six years, having transferred to government service from industry, as he readily admits, for the "job-security". When he was probed further during the interview it became clear that he prefers the less stressful atmosphere in the department to the competitive nature of industry, even if the latter pays better. He is well qualified in electronics and during the interview he demonstrated a revealing insight into the problems that are likely to arise in the equipment upgrading exercise referred to earlier. It is difficult to evaluate his relationship with his colleagues as his extremely quiet nature tends to cut him off somewhat. However, he is respected as a hard worker and has a reputation for never getting flustered. You would recommend him except that you have doubts about his leadership qualities, especially if his future subordinates expect the promotion of, and have more empathy with, Candidate A.

Candidate C

If it were on academic qualifications alone you would definitely

recommend him. He has an electronics degree and has followed with great success a hand-on familiarization course in the mainland country which is donating the bulk of the upgrading technical and trade school equipment. Indeed, the aid officials of the donating country regard him as their blue-eyed boy and have hinted discretely that he should be the next Chief Technical Officer. But he is 28, has been with the department eighteen months, has no administrative experience, and does not seem to want to bother with matters that are non-electronic. But again, he has a most pleasant personality, learns quickly and has an easy-going approach that endears him to most who come in contact with him. The department badly needs his expertise which can be lost to industry, if his talents are not rewarded. Yet you hesitate in the fear that his youth and inexperience will render him easy prey to the sharks in the sector.

The selection board reconvenes soon and, although it will be an open and frank discussion, the other members of the board will be waiting for you to give them a conclusive lead. What recommendation will you propose?

Chapter Four

Appraisal

This chapter considers the work of senior education administrators in small states as evaluators or assessors of institutions and individuals. It suggests that the shortage of senior staff and the highly sensitive transparent communities of small states should encourage senior education administrators to extend their assessment role to one of communication. The latter transforms performance evaluation from an instrument of reward or punishment into a liaison mechanism which promotes good work and offers remedies for poor performance. This chapter suggests criteria to assess educational organizations and the personnel working in them. These criteria can serve as valuable feedback to staff in a manner that motivates rather than merely reprimands.

Evaluation with Guidance

One important function of senior education administrators is to evaluate and pass judgement on the work performance of educational institutions, units serving the educational service and their personnel. Evaluation becomes highly restrictive and negative when limited to criticism without guidance. However, an ability to combine criticism with guidance becomes extremely valuable in small states for several reasons. First, the limited number of senior officials compels senior educational administrators to take on both tasks, to monitor as well as to counsel subordinates. Second, unlike their counterparts in large states, senior officials cannot evaluate and report on institutions or individuals from the distant anonymity of Head Office long distances away. They operate in small, sensitive communities where disapproval has to be transmitted with great tact in the form of advice. Third, it is good administrative practice to adopt the positive strategy where evaluation becomes a feedback mechanism to identify merit and suggest remedies for shortcomings.

This twin 'assessment-cum-guidance' approach extends the senior

education administrators' role from mere performance evaluation to a process of communication between the hierarchy and those lower down the organizational scale. On the one hand, they communicate educational and administrative policies and ensure that subordinates carry them out efficiently. On the other hand, they refer back to those at the top the concerns and needs of the rank and file of the education service. In this respect, small states have the advantage that personal communications are often highly developed so that quick evaluation and feedback can lead to speedy implementation of policies and, if necessary, their revision or total abolition.

In a complex organization, such as an educational system, there are instances when individuals or institutions will deserve censure. In such cases senior officials do not have to act 'the nice guys', covering up or making excuses for incompetent or shabby work. They owe it to the educational system that employs them, to the community, as well as to those who perform their work conscientiously and efficiently, to be fair, to praise where praise is due, to retribute where retribution is necessary. However, criticism need not be inquisitorial.

The Right to Counsel

Before you take on the counselling role, ask yourself if the situation really calls for it. The first step is to give the individual a reasonable chance to turn things around under his or her own power, with your whole-hearted support, but without your interference. Counselling is not meddling — "involvement without the right or an invitation". Too soon is as disastrous as too late. You have the right to counsel when and only when you're invited, or performance problems threaten to undermine an individual's ability to contribute overtime in spite of conscientious education and coaching. The right to counsel is earned by your demonstrated and repeated willingness to educate and coach first. If you pass that tough first and the problems persist, it's time to extend a purposeful hand: "I want you to be effective, and I know that you want to be effective. Let's see how we can work together to achieve that."

Peters Tom and Nancy Austin (1985), *A Passion for Excellence: The Leadership Difference.* Foutana/Collins, Glasgow.

— Would you say that the approach proposed by Peters and Austin will work in your organization? If not, what approach would you suggest?

Experienced administrators know that evaluation and criticism will be more readily acceptable if presented in a counselling and advisory style together with suggestions for solutions and remedies. Evaluation reports become particularly effective when they contain factual and accurate information, present observations from different angles, are written in balanced rather than emotive language, and do justice to valid if failed effort.

Evaluating an Organization

The appraisal of an educational organization's work varies according to the evaluator's point of view. Research shows, for example, that politicians regard the function of public bodies quite differently from the civil servants that man them. Similarly, the employees' conceptions of the work place generally contrasts with those of their employers. The directives or procedures dictated by superiors are regarded in a different light by subordinates. Such conflicts become particularly complex for senior educational administrators in small states when their multiple roles require them to view the same situation from quite different perspectives. For example, the same official often has to mediate — perhaps in close occupational and social conditions — between different people or different sectors of the same organization, while in the mediator role he/she has to ensure that these sectors continue to operate efficiently.

The efficiency of an educational organization can be evaluated under three main headings:

a. Its ability to fulfil educational aims,
b. Its communication effectiveness,
c. Its organizational style.

Organization's ability to fulfil educational aims

Applying evaluation criteria falling under this category, senior education administrators have to ascertain that:

a. Personnel are fully aware of the national educational aims and the function of their organization in implementing them;
b. Staff are competent to transform general aims into specific operational strategies;
c. Staff are professionally trained and can demonstrate their competence at a constant operational level;
d. Members of staff are committed to improve their competence by

participating in professional development programmes and to share their occupational experiences with their colleagues.

When it comes to the evaluation of schools, for example, senior education administrators must ensure that the teaching abilities and commitment of staff are reflected in their students' academic accomplishments and that these are in line with the community's expectations.

Senior officials have to ascertain that their organization responds to the changing needs of the community, local industry and national requirements, and that it does so with consistently positive results. Owing to the shortage of resources and the often centralized nature of educational systems in small states, the contribution of every sector in the organization towards nationally set goals assumes particular importance. Large, affluent states can absorb the diversity, redundancy, and a certain amount of wastage which small developing, poor countries cannot afford. The latter depend on the full utilization of all their intellectual, technical and craft talents to promote self-sufficiency and reduce dependency. The educational system should be regarded as a major contributor to this end.

Communication effectiveness

The effectiveness of an organization's communication network in small states can be evaluated by examining carefully the extent to which its administration:

a. Promotes procedures that keep staff in touch with the people it serves (including the reticent and the troublesome), with the general members of the community (including the not-so-prominent and not-so-caring), and with local leaders (including those who are sceptical and critical);
b. Fosters healthy inter-personal relationships where staff at different levels can exchange views, opinions and criticism without fear of ridicule or retribution;
c. Extracts the best in people, exploiting their potential by offering all members of the organization the opportunity to work together towards shared objectives.

As argued earlier, social interaction tends to be highly developed and sophisticated in small states. It will therefore be to the advantage of the educational organization to link up and tune into the community's communication network, otherwise it will become

isolated and eventually come to be regarded as unresponsive and irrelevant to the community's needs.

Staff Vitality

Considerable self-examination is required to custom design a work environment that fosters faculty vitality. As they pursue this objective, educational institutions and organizations should repeatedly ask themselves the following questions:

— What is our primary educational mission?
— Where do we want our institution to be five, ten, fifteen years from now?
— Who are our faculty members?
— What are their strengths, weaknesses, and special needs?
— What types of incentives will best support our goals?
— Which incentives are likely to have the greatest and longest-lasting impact on our faculty members?
— What combination of incentives can we afford to offer?

Educational resources — economic, physical, and human — are too precious to waste. Thoughtful answers to questions of this sort will help higher education institutions develop incentives that will most effectively support the performance and renewal of their most important resource — their faculty members.

Baldwin, R.J. (ed.), (1985) "Incentives for Faculty Vitality", in *New Directions for Higher Education*, No. 51, Jossey-Bass, San Francisco.

— When last did you, and the people around you, ask yourself the questions posed above?

Organizational style

The organizational style can be regarded as an extension of the communication process, where senior education administrators test whether the set-up:

a. Encourages pleasant but businesslike working procedures operating in a clean and welcome physical environment;
b. Insists on regular and punctual attendance by staff who work to well-established schedules;
c. Maintains reward and motivational incentives for work well done;
d. Possesses an efficient negotiating and problem-solving mechanism

in case of conflicts;

e. Ensures a fair distribution of responsibilities and reasonable demands for accountability with an equitable sharing of resources;
f. Encourages innovation and experimentation to avoid professional and organizational stagnation, and at the same time preserve valuable traditions that reinforce the organization's identity and ethos.

It will be quite unrealistic for senior education administrators in small states to expect every unit in the organization to satisfy fully all the evaluation criteria falling under the three categories. However, a 'good' organization should be able to satisfy the majority of these characteristics.

Personnel Appraisal

Personnel appraisal is always a delicate task, especially in countries or organizations where the evaluator and the assessed live in a close social environment and where it becomes extremely difficult to avoid bias and not to be influenced by personal considerations and community prejudices. However, personal performance evaluation becomes easier to perform and accept when the assessor adopts a positive stance, that of promoting an atmosphere of guidance and counselling. Such an approach attempts to identify in subordinates:

a. Their strengths and weaknesses, their special talents or needs, in order to facilitate personal and professional satisfaction and growth;
b. Their adaptability, potential and suitability for new responsibilities, for promotion, for further training, etc.;
c. Their source of job satisfaction and motivation as a counter balance to career stagnation, fatigue or diminution of vocational interest.

In cases where performance is so weak or negligent that remedial or disciplinary action is required, it is more effective to act pro-actively rather than retro-actively. It benefits the individual and the organization if employees are helped to overcome their faults rather than be punished. For example, disciplinary action should be carefully considered for its relativity to the misdemeanour, that it is neither too lenient for any real effect, nor too harsh as to create injustice and negative reactions. Furthermore, when prescribing disciplinary action senior administrators will do well to ensure that it can actually be carried out. One should not order, for example, the transfer of members of staff if there are no posts the culprits can be

transferred to, or if they will land in a more favourable position than previously.

Before determining the type of disciplinary action to be taken, senior education administrators in closely-knit societies may have to gauge the wrong-doer's connections with influential friends or relatives. This might imply that senior education administrators have to build up a very strong case for disciplinary action.

Teachers are not simply clogs in the system

Although the role of the individual teacher is crucial in improving quality in education, it is increasingly acknowledged by educational planners that it is a mistake to base reform on the question of the effectiveness of individual teachers, especially if this focuses on narrowly based schemes of teacher appraisal. It is much more useful to focus on the whole school. .... Nuttal (1986) has pointed out that the qualities necessary for school self-evaluation are very similar to those involved in successful schemes for teacher appraisal. First, there needs to be a climate of constructive self-criticism within the school, as well as good morale and an atmosphere of trust between teachers and their superiors. Second, a good scheme must link appraisal with appropriate action — there is no point analysing and diagnosing faults if there is no machinery or resources for bringing about improvements. Third, teachers must have a degree of autonomy in the process, and a joint problem-solving approach that focuses on tasks rather than on individuals is more likely to succeed. Finally, the importance of adequate training is always stressed.

Lawton, D. (1987) "The Changing Role of the Teacher: Consequences for Teacher Education and Training", *Prospects, UNESCO Quarterly Review of Education*, Vol. XVII, No. 1.

— To what extent do these observations about teachers' participation apply to other personnel in the educational system?

— Do the conditions proposed by Lawton prevail (both for teaching and non-teaching personnel) in your educational system? If not, do you think they should, and how would you go about introducing them?

Assessment Performance Guidelines

The following guidelines will help senior educational administrators to draw up an individual's performance report that is factual and fair:

a. Avoid vague comments. Such terms as "a generally good

performance" or "X shows a fair amount of commitment" do not provide clear pointers of what is excellent, mediocre or poor work. It will help the assessed individual to know, preferably through examples, where they have performed well and where they need to improve.

b. Avoid grouping all employees around the same rating by adopting the "regression to the mean" technique. This play-safe ploy may avoid comparisons and complaints, but does not award the deserving and does not offer pointers to those who need to improve their work. Eventually, play-safe evaluations render themselves meaningless.

c. Avoid stereotyping since every individual is unique. Each employee's performance should be evaluated for itself, untainted by past reputations, whether these happen to be favourable or damning. This does not mean that the employee's most recent performance should not be compared with previous ones.

d. Avoid extreme judgements. Stress both strengths and weaknesses; it is rare that a person is either all saint or all devil.

e. Avoid discrimination on the basis of the individual rank or social and political connections. It is quite unfair to lavish praise on high officials and employees with powerful friends, while feeling safe to criticise savagely powerless subordinates. In small communities there are many temptations and pressures for this to happen.

Performance Reports

In situations where people know each other well and where they are likely to compare their performance evaluation, it is very useful if reports are drawn up to a defined structure with performance parameters that are agreed upon and understood by all concerned. Well-established and known evaluation criteria are less likely to lead to misunderstanding and misinterpretation, which tend to cause greater acrimony and pain in transparent societies. It is helpful to include the following criteria, here amplified with the accompanying questions.

a. *Competence*
   - — what is the level of the individuals' knowledge and skills for the job?
   - — to what extent are they able to apply them?

b. *Commitment*
   - — are the individuals working at the best of their ability?

— are they prepared to learn from their experience and from interaction with others?

c. *Organizational Skills*

— do the employees organize their work thoroughly?
— can they cope with unexpected problems?
— can they overcome limitations?

d. *Initiative and Leadership*

— can the individuals take the initiative, or do they depend on suggestions or directions by others?
— in case of difficulties, do they take the easy way out or seek the best solution even if it is more demanding than usual?
— can they accept and cope with innovation?

e. *Productivity*

— do the individuals perform to the required minimum, or do they work harder than expected?
— is their work accurate, fast, reliable, and consistently so?

f. *Interpersonal Skills*

— how easy or difficult is it for the individuals to develop a rapport with them?
— do they co-operate with colleagues and participate in group activities?

g. *Instructional Skills* (in the case of teachers)

— do they have clear, educational aims and objectives?
— do they prepare thoroughly their lessons?
— is delivery of lessons effective?
— do they have a good rapport with students?
— do they keep up-to-date in content and methods?

(see also *Follow-Up Activity Two*)

The above guidelines may not apply in all evaluations and should be adapted as appropriate. However, an agreed evaluation structure helps to introduce a high level of consistency in establishing assessment criteria, and in avoiding vastly contrasting variations in report lengths, styles and item coverage. Agreed and standardized evaluation criteria become particularly important when reports are carried out by different officials and when comparisons are required, as in the case of

promotion exercises.

Senior education administrators in small states are undoubtedly aware that the problem of subjectivity constitutes one of the greatest pitfalls, especially in those countries where the individual's antecedents or idiosyncrasies are well known. Their major challenge is to be fair, factual, consistent, and supportive. If they fail the challenge, they find it extremely difficult to live and work with colleagues and subordinates in the restricted occupational and social milieu of small states.

FOLLOW-UP ACTIVITIES

Activity One:
What is a 'good' Head or a 'bad' Official?

At a recent seminar in a small state, a group of deputy heads of section provided the following descriptions of High, Moderate and Low Performing heads of section and junior officials. On your own or with colleagues, review each description and state to what extent you find them acceptable. What improvements can you make on these descriptions?

Head of Section

High Performer	The Head is an excellent leader of the team, is able to advise his/her subordinates and to help them professionally. He/She is a good administrator and often helps his/her subordinates solve their problems.
Moderate Performer	The Head is good in the normal running of the section and is competent in dealing with ordinary problems. He/she strives hard to achieve good results from his/her staff but is not always successful because of lack of tact. He/she is sometimes caught unprepared in the daily running of the section and tends to avoid problems or misunderstands them.
Low Performer	The Head is a poor administrator and inadequate as a leading professional. His/her criticism of staff is inconsistent and he/she often mishandles problems.

The Junior Officer

High Performer	The official is effective and efficient, works hard and produces results. His/her work is of a constantly good standard and the results are always commendable. He/she relates well with colleagues.
Moderate Performer	The official is regular in his/her work and achieves mixed results. He/she rarely causes disciplinary problems, but his/her work is irregular and fluctuating.
Low Performer	The official seriously lacks self-discipline. His/her work is poor and shows serious lack of commitment.

He/she finds difficulty in mixing with colleagues, and ignores the advice of superiors.

— How would you rate yourself according to these criteria?

Activity Two:
Case Study: John P – The Star Teacher

John P. is a 43 year old teacher who has always worked hard at school. He is competent, innovative, has excellent rapport with his students and gets on very well with fellow teachers. His students consistently obtain good results. In brief, he is a teacher every Head would want to have on his or her staff. But trouble has been brewing lately. At your last two visits to John's school, the head has complained that her star teacher has become a source of concern. His attendance has become irregular, he is often late, parents complain that their children's work has become sketchy, and he hardly ever corrects it any more. Your discreet enquiries confirm the headteacher's observation; indeed, John's colleagues are finding him very irritable and he has become positively unsociable.

Although you haven't spoken to John yet, you have an inkling about the cause of his troubles. You have heard through the grapevine that his wife is very ill, some say terminally ill. Apparently she is very depressed and cannot carry out much housework. It has been observed that John does all the shopping, and many suspect that he has to carry out most of the household chores. You are convinced that with a sick wife, two teenage boys and a young girl, John has quite a load on his hands and mind.

Now the head has asked you, as the Senior Education Officer for her area, to have a talk with John and see what can be done about his deteriorating teaching performance. You have set up an interview with John in two days' time but you are still not quite sure how to deal with him.

What are your options?

In considering your possible course of action, you may wish to take into account not only John's possible reactions, but also those of his colleagues as well as those of other members in the community who know him well, and perhaps have been his pupils.

Activity Three:
Teacher Performance Assessment Sheet

A group of education officers in a small state have proposed the

teaching evaluation criteria reproduced below:

a. Do you feel that all the selected criteria are valid?
b. Do the three main parts, that is Lesson Assessment, Professional Attitudes and Detailed Comments deserve the same prominence in the assessment?
c. Are the item ratings (that is, 1 = excellent, 2 = very good, etc.) a valid way to evaluate a teacher's performance?
d. What are the positive features of such an evaluation sheet?
e. And the negative?
f. Would it be desirable, and possible, to introduce such an evaluation sheet in your educational system?

Teacher Performance Evaluation

Teacher: _____

Years of experience: _____

Evaluating Officer: _____ Rank: _____

School: _____

Class: _____

Number of pupils present: _____

Subject: _____

Topic: _____

Date: _____

Part One: Lesson Assessment

A. *Presentation of Lesson* 1 2 3 4 5*

1. clarity of teaching/learning objectives .....
2. relation of lesson to overall scheme of work .....
3. clarity and balance of lesson plan .....

B. *Presentation of lesson*	1	2	3	4	5*
4. relevance of introduction	.....				
5. suitability of selected content to pupils' abilities and interests	.....				
6. quality of exposition	.....				
7. teacher's mastery of content	.....				
8. adequacy of winding up	.....				
9. use of educational material	.....				
C. *Rapport with pupils*					
10. ability to elicit pupils' response	.....				
11. degree of pupil involvement	.....				
12. relevance of pupil activity to the lesson	.....				
13. class control and teaching environment	.....				
14. class organization and planning for groups and/or individual activity	.....				

Part Two: Professional Attitude	1	2	3	4	5*
1. Quality of scheme of work	.....				
2. Presentation of teaching notes	.....				
3. Self assessment (personal record)	.....				
4. Adherence to time table	.....				
5. Correction of pupils' work	.....				
6. Initiative and resourcefulness	.....				
7. General temperament	.....				
8. Readiness to learn from classroom teacher's and tutor's advice	.....				
9. Personal appearance	.....				

Part Three: Detailed Comments on Teacher's Performance

Signature: .....

* Mark each item according to the scale where
1 = excellent 2 = very good 3 = good
4 = fair 5 = poor

Activity Four:
Together with colleagues, adapt the assessment criteria in Follow-Up Activity Three to evaluate the work performance of non-teaching personnel.

Chapter Five

Directing Curriculum Development

Centralization is a characteristic feature of most educational systems in small states. This is rarely ideological but results from the limited availability of human, physical and financial resources. Centralization makes it economically viable to provide services with minimum wastage and to develop expertise without duplication. However, too centralized a system restrains individual initiative, inhibits variety of approach and discourages adaptations that are best suited to specific local needs which may vary, even in a small state, and especially in multi-island countries.

Senior education administrators in small states, whose many functions may include responsibility for curriculum development in one or several subject areas, have to balance in a pragmatic way the

Defining the Curriculum

The handbook, "Leadership in the Management of Education" (1981) published by the Commonwealth Secretariat, defines the curriculum as:

> The whole complex of planned courses and learning experiences which are provided by the school. It includes not only details of course content but also the proposed learning strategies, the study materials — whether centrally supplied and/or developed at the school — and even the extra-curricular activities, in so far as they are designed to supplement and complement, influence and reinforce the learning process.

— To what extent do you agree that:

a. The curriculum is a set of aims, carried out through educational processes, to achieve predicted outcomes?

b. The curriculum is a structure of forms and fields of knowledge as well as a chart of local culture?

regulations imposed by central administration with the requirements demanded by local conditions.

This chapter deals with the merits and limitations of setting curricula centrally, points to the benefits and pitfalls of school developed syllabi, and makes a case for continuous professional development of educators through collegial collaboration in curriculum design and implementation. This chapter is aimed more at senior officials directly involved in the educational process than those providing administrative support services. It is important, however, that the latter are fully aware of the major administrative issues and problems related to curriculum development and implementation for their support too renders curriculum development effective. The opposite is also true.

Centrally-Set Curricula

National curriculum aims and objectives in small states are usually centrally set and established. However, curriculum implementation is dynamic, it needs to be reviewed and re-evaluated periodically to reflect changing local requirements and national aspirations. A vibrant, rather than an inert, curriculum incorporates developments in subject contents and pedagogical strategies that evolve out of the interests and needs of students. For example, a vocationally oriented curriculum may have centrally set aims. However, its implementation will vary according to rural or industrialized localities. Even when distances are small and travelling fairly easy, the emphasis on one type of curriculum orientation can make a great difference on whether teaching content and methods are regarded as relevant and therefore credible, or whether they are considered as irrelevant and consequently are ignored or sabotaged.

In their quest for locally developed curricula, small states have to balance the requirements of national needs with the demands of the international market-place. On one hand, local educators have to cater for the specific requirements of the indigenous student population and at the same time provide students with academic qualifications that have credence and validity outside their country. Indeed, many inhabitants of small states insist that local certificates are underwritten by well established foreign institutions to ensure international recognition. The pressure is felt strongest in small states where emigration is heavy and where students have to seek higher education in metropolitan centres. In such cases, local schools have often been

compelled to adopt the curricula and examination certification of the receiving countries.

Senior education administrators have to guard against the likely situation where economic dependence leads to educational and cultural dependency. One method to limit dependency is to develop and maintain a system of examinations which persistently ensures standards that conform to internationally accepted norms and is void of corruption. Such a system, in turn, depends on the ability of local educators to develop curricula that respond to international developments and innovations in educational content and pedagogy. Otherwise the danger of dependency is replaced by the equally potent risk of underdevelopment or stagnation.

The Senior Education Administrator's Roles in Curriculum Development

As part of their multi-faceted and multi-functional roles, senior education administrators become involved in one or more of the following aspects of curriculum development:

a. As leading education officials who initiate curriculum debates, set and revise educational aims and objectives, and encourage follow-up action by subordinates.
b. As consultants, co-ordinators and facilitators of academic activities, who provide advice, encouragement and assistance not only on the basis of their high official position but also as knowledgeable educators who are in touch with curriculum development research.
c. As controllers of financial, material and human resources, who ensure that the right people have sufficient support services to carry out curriculum development activities fully and efficiently.
d. As evaluators who inspect, assess, act as mentors and urge subordinates to ensure that relevant curricular projects are initiated and completed to fulfil identified educational objectives.

In these tasks, senior education administrators may find themselves in a more favourable position than their counterparts in larger states. Direct involvement in many sectors of the educational system and personal knowledge of the people involved make it easier for them to be aware of the special curricular requirements of schools, of the capabilities of the teachers concerned, and of the limitations of the resources available. In contrast, "curriculum developers" in large states may face the danger of working in the isolation of institutions that are removed from the chalk-face. Even if they are fully conversant

with the latest research in the theory and practice of curriculum development, senior officials in large states may not be as fully aware of the needs, capabilities and limitations of the individual schools as their colleagues in small states who are forced into close interaction with the schools and teachers in their care.

Decentralizing Curriculum Development

One effective method to minimize the possible ill-effects of a highly centralized educational system and of a highly prescriptive curriculum, is to encourage schools to develop local variations which conform with the aims and objectives embodied in the national curriculum framework. Senior education officials must remember, however, that school-based curriculum development assumes a significant degree of autonomy and local initiative, allowing for free discussion among groups of professional teachers. These are encouraged to develop an ability and willingness to participate actively in the establishment of their own teaching and learning objectives, in the design, the implementation and the assessment of instructional strategies. They are encouraged to review and revise their teaching content and methods according to their pupils' actual needs, wants and circumstances.

This approach to curriculum development leads to some very concrete advantages.

a. It introduces local relevance and immediacy to teaching and learning content and pedagogy which a centrally imposed curriculum may lack;
b. It introduces a strong measure of vocational pride and a feeling of worth among teachers who come to regard themselves as trusted professionals capable of participating in the academic and administrative decision-making process;
c. It relieves the hard-pressed senior education administrators from attempting to perform an impossible task. As stressed repeatedly, senior education administrators with their multiple and demanding functions, may find it extremely difficult to become involved in the detailed aspects of curriculum development, and even more difficult to supervise its implementation at the school level.

By relinquishing a measure of direct control to teachers' collegial support and supervision, senior education administrators will be emphasising their leadership function. The bringing together of

education officers and classroom practitioners into curriculum development teams for the various subjects areas will help the system (a) to draw upon the widespread competences of the teaching staff, and (b) to encourage greater teacher participation and self-regulation.

Peer-Group Reinforcement

The professional development of teachers can be provided by colleagues or peers, administrators, or external resource consultants. Joyce and Showers (1982) suggest that the process is more effective when it is performed by teams of teachers working together to study new approaches to teaching (Showers, 1985) — a suggestion also confirmed by the study of Sparks (1986), who found that peer observation was a more productive form of training than using trainers. Watching a colleague teach was a powerful learning experience which helped teachers analyze their own behaviour more accurately and enabled them to make more significant changes later to their own teaching. Peer-observation also created a heightened sense of trust and esteem among group members. Implementation studies also pinpoint the importance of regular interaction among peers to stimulate and institutionalize a new positive practice (Fullan, 1982).

> Tillema, H. H. and Veenman, S.A.M., (1987), "Conceptualizing training methods in teacher education", *International Journal of Educational Research*, Vol. 11, No. 5.

— Do you think that the involvement of the average teacher could contribute to curriculum development projects? If you do, how would you ensure that their involvement is secured?

— To what extent do you feel that the above arguments apply also to the professional development of administrative, non-teaching, personnel?

Furthermore, collegial responsibility for curriculum development and its application in teaching and learning strategies can introduce a measure of impersonality. This becomes useful in assessing teachers' work and facilitates the possibility of corrective action and censure without impinging too much on the human element that is so pervasive in small communities. Assessment and censure are not carried out solely on a one-to-one basis, but also in relation to the group activity. Collegial responsibility and control can account for work well-done as well as for failures. Of course, the cause of failure may in certain circumstances be attributed to the negligence or the

shortcomings of a particular individual, but the fact that people work in a group and take collective responsibility often diminishes the personal acrimony that emerges from individual encounters. Of greater significance, the value of working in groups to develop curriculum projects lies in drawing upon the support of one's colleagues and having the opportunity of learning from and through their collective experiences. Both aspects are of great importance to educators in small states.

Encouraging and developing school-based curriculum development is not easy, especially in educational systems that are accustomed to central control and strict directioning in all academic and administrative procedures. Senior education administrators may, therefore, have to ensure that:

a. The participatory and collegial style is understood and appreciated by all concerned. Headteachers, for example, would not interpret it as undermining their authority, and teachers would not abuse it as an excuse for laissez-faire or for shifting responsibilities on their colleagues. All those participating in school-based curriculum development must have the will to engage in the exercise through a sense of collaborative team spirit.
b. The team of teachers will need to include members who have expert knowledge about the subject matter and its pedagogical approaches. Not all members will necessarily contain such expertise, some will have theoretical and research knowhow, others will contribute through their long teaching experience, while others still will invigorate the group with their enthusiasm and willingness to learn.
c. The local team must be fully aware of the national education aims in order to develop curricula that contribute towards rather than work against the national framework. In this respect, the team will find it useful to consult colleagues in other schools (or other teams) rather than work in isolation. It will be the job of senior education administrators to provide opportunities for liaison, pooling and sharing of experiences through regular regional meetings.
d. The team will require reasonable ancillary resource and support staff, such as secretarial assistance and technical help to facilitate their work without getting bogged down with administrative and organizational trivialities.

The encouragement of collegial curriculum development (and,

perhaps later, collegial management teams) in schools will allow senior education administrators in small states to develop a much healthier relationship with their teacher colleagues than a curriculum development that is associated with the usually strict central, authoritarian and bureaucratic control. Senior education administrators will find that they are more welcome in schools and into classrooms if teachers regard them as senior professional colleagues. During school visits they will be able to develop new opportunities for an open dialogue with teachers who in turn will find it easier to discuss problems rather than attempt to hide difficulties or try to impress.

Individual vs Collective Authority

Concessions must be made in individual autonomy in order to provide a basis for collaborative working, for the school staff can no longer be seen as a federal association of teachers and departments, it must be a professional community.

Stenhouse, L. (1975), *An Introduction to Curriculum Research and Development*, London, Heinemann.

— Will a reduced individual autonomy of the teacher for an increased collaborative approach to curriculum development, enhance or reduce the teacher's claim to professional status?

— Do you feel that the same observation applies to the work of non-teaching staff? How would you encourage the spirit of a professional community in an office environment?

In a professional but relaxed relationship with their subordinates, senior education administrators will be in a better position to know what actually happens at school. They will be in closer contact with classroom problems and their possible solutions. In a relationship of trusted collaboration with the operators at the grassroots, senior administrators will be in a favourable position to discover and disseminate good educational practice. Indeed, by bringing into curriculum development and implementation the enthusiasm and experience of teachers, small states can discover and exploit to the full their most valued human resources.

FOLLOW-UP ACTIVITIES

Activity One:
Plans for a National Workshop

Suppose you have been instructed to organize a national workshop on one of these themes:

- *Curriculum Innovation: Theory and Practice*
- *Support Services to the Educational System: How can they be improved?*

You are required to provide organizational details based on answers to the following questions grouped under five general headings:

Aims and Objectives

a. What are the general aims of the workshop?
b. Which are the specific objectives?
c. Who are the participants: education officials, senior civil servants, heads of school, teachers, junior staff, others? What numbers (optimum, maximum, minimum) will be accepted?
d. If the participants constitute a mixture of the above, how many will there be in each category? Will there be participants from the private as well as state education sectors?
e. On what criteria will the participants be chosen if there are more applicants than places available?

Organization

f. At what time of the year will it be held: vacation time or work time? If at school time, will teachers/officials be released? Will there be replacement requirements?
g. Where will the workshop be held?
h. What time schedule are you planning, allowing for presentation of papers, time for discussion, workshop sessions, opening and closing sessions, lunch breaks, time for informal meetings and relaxation, etc.?
i. Who will open and close the workshop: the Minister of Education, Director of Education, Senior Education Officer?

Proceedings

j. Who will deliver the lead papers? How much prior notice will they require? Will some require frequent reminders? Will they expect remuneration?

k. Will the lead papers deal with specific themes — which themes?
l. Will the participants be divided into working groups? Will these require a rapporteur? Will the rapporteur be nominated by the organizers or will the choice be left to the group participants themselves?
m. Who will liasion with the lead paper authors and group leaders?
n. Will foreign experts/advisors be involved? Under what conditions: transport, airfares, accommodation, remuneration?

Resources

o. What are the finances involved in:
   — an ideal situation;
   — under reasonable provisions;
   — under tight budgetary conditions?
p. How will funds be provided and through what procedures? Have they been budgeted for or will a special case have to be made?
q. What stationery, equipment, audio-visual material will be required?
r. What arrangements will be made for tea/coffee breaks, lunches, accommodation (if required), travel expenses?
s. What secretarial and support staff will be needed? Who will provide them?

Follow-Up

t. Will the proceedings be published? Who will assume responsibility for the collecting of papers, keeping of records, printing, finance for printing, distribution?
u. If there are recommendations for follow-up action who will be expected to follow them through?
v. Will the workshop be given publicity among the local educational community, the general public, overseas, etc.?
w. If the workshop turns out to be a great success, who is likely to get the credit? And if it is a failure who will be accountable for what?
x. Are there any other issues that have to be borne in mind?

Activity Two:
Case Study: The Social Studies Syllabus

It has been several years since your country attained independence and an updated syllabus for Social Studies is long overdue. As the senior educational officer responsible for this area, you have taken

some preparatory steps to fulfil the need. You were instrumental in sending on scholarships a bright, young woman teacher to specialize in the teaching of Social Studies. On her return, Alice, as she is called, fulfilled your and your colleagues expectations admirably.

Within twelve months she, with colleagues, completed a revised Social Studies syllabus for the primary schools. It is a most commendable job which was very well received by most of the teachers involved. Now, Alice is very busy conducting in-service courses for teachers of Social Studies and lecturing in the subject at the two teacher education colleges on a part-time basis. She has also proved a success at both institutions and, given half a chance, both principals of the colleges would love to employ her on a permanent basis.

You would be very much against such a development. Political pressure has been building up to proceed with the Social Studies syllabus for the secondary schools and you cannot possibly postpone any longer doing something about it. However, the difficulties in this sector are quite different from those in the primaries. For one thing, the content matter is much more extensive and complex than the rather elementary concepts and factual information required at the primary level. The content becomes increasingly more so as one approaches the higher classes of the secondary schools. Secondly, although you are quite certain that Alice has a good academic grasp of the subject, you are not so sure that she understands fully the political innuendos that will surely arise when teachers have to deal with certain local issues. It would not be easy to deal with such subjects as the conflicting stands taken by the political parties towards independence, or their foreign policies, or their proposed solutions to the social and unemployment problems.

Then there is the question of Alice's age who at 26 is much younger than the majority of the Social Studies teachers in the secondary schools. You are quite certain that this factor will colour their attitude and working relationship with her, even if she is acknowledged as an expert in the area. You know personally most of the teachers and you are convinced that they will not take easily to directives and instructions from a younger colleague.

Fourthly, there is the question of time. Alice is so busy with her in-service and lecturing commitments and she has also become heavily involved in an international organization promoting the teaching of Social Studies which is taking more and more of her time. In the circumstances, it will not be difficult to keep her out of the Secondary

School Social Studies exercise. Indeed such a move would avoid many personal and acrimonious conflicts. On the other hand, the project would lose the services of a knowledgeable and enthusiastic contributor. Above all, you actually need her expertise.

What do you intend to do in the circumstances?

Activity Three:
Planning Curriculum Development

a. List the possible difficulties and obstacles that school-based curriculum development is likely to encounter in your country and what measures and strategies you would take to overcome them.
b. Select three schools that are typical of the categories in your country and:
   — identify the curriculum areas which you think are most suitable for development;
   — identify the teachers in these schools who are most likely to participate in school-based curriculum development and their particular special contribution;
   — specify the type and extent of human and material support that they would require.

Activity Four:

You are asked to advise your superiors on the setting up of permanent curriculum Development Units for both secondary and primary schools.

In each case prepare a working paper:

a. Setting out the terms of reference for each Curriculum Development Unit;
b. Setting out the strategies and procedures to be followed by each Unit;
c. Making suggestions on the composition of each Unit.

What problems, do you think, could be encountered in the implementation of your suggestions? How could they be overcome?

Which of your colleagues would you consult before presenting the final recommendations to your superiors?

Chapter Six

Professional Development

Rationale for Professional Development

The health and growth of educational systems depend to a large extent on the competence of the personnel working within them. In turn, pedagogic, technical or administrative competence is dependent on the employees' ability and willingness to improve their knowledge and upgrade their techniques. Individuals who work hard and conscientiously need to keep up-to-date with professional and vocational developmnents if they wish to provide the best service to their institutions. Changing social requirements, technological and administrative innovations, and revisions of on-going projects demand competencies that, as much as possible, reflect the state-of-the-art.

INSET (In-Service Education and Training) programmes are essential for teaching as well as for non-teaching administrative or technical personnel. However, such programmes are usually expensive, whether they are evaluated in monetary terms or in human endeavour. They are particularly costly for educational systems of small states owing to the limited number of people requiring training and retraining, and the restricted availability of training personnel. The *per capita* expenditure often becomes very high. Yet, the arguments for continuous professional development become stronger since small states cannot afford the waste of out-dated procedures, or the training of new staff in current techniques when existing personnel are still operative. Furthermore, the limited human resources of small states serve as strong arguments for the development of labour-saving strategies that produce efficient results at lower overall costs. For example, the installation of computer equipment and the training of staff in informatics are expensive and yet the man-hour savings, efficiency and accuracy (in, say, data storage and statistical up-dates) make it mandatory for educational systems in small states to invest in computer technology, even though the cost is high.

A second example: small states cannot afford the reduced productivity of their few senior executives owing to personal stress and time-wasting procedures when specialized administrative training can improve their working capacity and efficiency. The cost of providing continuous professional development is exacting on all states, but more so on the stretched resources of small states where the impact of failing to provide continuous professional training is, in the long term, more harmful.

This chapter assumes that senior education administrators recognize fully the need for continuous training and retraining programmes. It offers suggestions on how local and foreign resources can be utilized to develop formal and non-formal programmes, makes recommendations on the best use of local and foreign experts, and evaluates the advantages and disadvantages of sending local personnel to train overseas.

Formal and Non-Formal Professional Development

The implementation of regular and comprehensive training and retraining programmes creates many difficulties in small states. One difficulty arises from the cost. In some cases the education budget barely covers the basic training requirements, let alone sophisticated and expensive re-training programmes. More complex is the question of time. The multi-functional duties of officials in small states mean that they have to handle a multiplicity of tasks with the result that, while several tasks can be postponed for the duration of the retraining period, some issues cannot wait. The demands on the officials' time are generally such that they cannot be easily spared from their jobs for retraining. Unlike their counterparts in large systems, they cannot refer pressing items to colleagues while they are away. The problems are exacerbated when senior administrators themselves, as the most knowledgeable and experienced officials, are also called upon to provide the training to their subordinates.

Establishing a Training Schedule

One approach to these problems is to establish and adhere to a training schedule (see Activity One) and ensure that all personnel, from the lowest to the highest grade, undergo regular training and re-training. Experience shows that many officials present a strong case and offer many reasonable arguments why they should be exempted or have their turn postponed. Such demands usually do not stem from negligence but from a genuine desire to proceed with the work in

Participatory INSET

The handful of in-service programmes that have been documented and evaluated indicate that the training should involve much more than the presentation of knowledge through lectures and reading. Successful in-service programmes provide opportunities for participants to experience cognitive, attitudinal, and behavioural change. This means that, along with presentations of information, the effective in-service course affords structured opportunities for teachers to communicate with each other about their attitudes and feelings as to the new information and its implications for changes in their role. The effective in-service course also affords opportunities for systematically planning how the new information might be implemented in the classroom and for trying out new behaviours within a 'safe climate' such as can be the case in role-playing and micro-teaching.

> Smuck, R.A. (1980), "Interventions for Strengthening the School's Creativity", in Bush, T. et. al., eds, *Approaches to School Management*, Harper & Row, London.

— To what extent can the book you are reading serve as a basis for INSET programmes for education administrators?

hand. They honestly believe that the claims on their attention by their current work are greater than the need for training programmes. Such arguments should be resisted. Regardless of the pressure of work, the long-term pay-off in consistently adhering to the training schedule will far outweigh the temporary or immediate inconvenience.

One method to reduce the work-versus-training pressure is to rely less on formal programmes which require participants to be away from the job, and, instead, to introduce sandwich, attachment or study-group, on the job training. Well-thought out, carefully structured work experiences (including visits to other service sectors and private enterprises) provide an excellent form of continuous professional development. These are enhanced by carefully selected readings intended as the theoretical support.

Such schemes do not disrupt unduly the regular on-going work in the trainee's section. Indeed, many institutions in small and large states are moving to this type of non-formal professional training. It involves short attachments to local and foreign institutions or firms with new operational approaches. It encompasses also the setting up of study-groups with specific objectives, and internal collegial

evaluation of existing practices. Such methods encourage employees to stop, think, assess, discuss, plan and act on the job. They provide the most effective type of professional development when the issues raised and the solutions sought become directly related to one's very real occupational concerns.

Although such activities may appear informal, they can and should be formally scheduled to provide an on-going training scheme. The process requires decisions on the selection of people to be involved (trainers and trainees), locations, timing, facilities required and costs. Since time and resources are critical in small states, care and attention at the planning stage will ensure maximum benefits at the execution stages.

Local Expertise and Resources

Local expertise in professional development programmes is the most convenient and generally the least costly resource. Planners of formal and informal INSET programmes can draw upon the services of specialists in the Department or the Ministry of Education or in the other sectors of the Civil Service. They can seek the participation of experts in private industry, in commercial and professional groups, and the community at large. Expatriates who have settled in the country or who visit the country regularly can also be invited to contribute as can foreign 'experts' with knowledge of the country. Senior education administrators find it helpful to draw up a list of potential contributors for immediate or eventual use.

When planning professional development programmes, particularly of the formal type, senior education administrators may wish to keep in mind the following considerations:

a. Specialists or experts, regardless of their competence in a particular field, are not necessarily the best teachers. They may know the content but may be unable to communicate it to those who are not so knowledgeable. In such cases it is quite useful to ask the course co-ordinator, especially in formal programmes, to work closely with the lecturers attending training sessions and act as an interlocutor or exemplifier of experts' expositions.
b. A series of lectures or demonstrations by different speakers can become disjointed with apparent lack of cohesion or relevance between the topics. Conversely, not being fully aware of what others have covered, speakers may repeat each other. Here again the course co-ordinator should act as anchorman to provide linkage

between speakers and their topics, and avoid excessive redundancy.

c. Some individuals may claim to be or think themselves to be experts but are not necessarily so. Their actual knowledge and techniques may be very limited or may have become obsolete. The participation of such people can be highly undesirable, especially if the course aims specifically to introduce innovations and departures from past and established techniques. In cases where such "experts" have influence and where rejecting their offer of assistance will lead to offence and harm to the whole training programme, one possible solution would be to include an "overview" or "historical development" topic at the beginning of the course and limit their participation to that. Some valuable time will be lost, but respect, pride and good-will are preserved.

d. Highly competent experts are extremely busy people and their contributions are in great demand. It is always wise to consult them well in advance prior to drawing up detailed plans and schedules and ensure that they are willing and available to participate, and that they are present when expected.

e. Check what ancillary material or back-up equipment is required, especially if the invited speakers are lecturing away from their institutions. It will be awkward if they take it for granted that audio-visual aids or a particular piece of equipment is readily available only to discover, at the very last moment, that it is not.

f. Establish the rate of payment or honorarium (or the fact that there will not be any) at the time of the invitation, to save many embarassing explanations afterwards. If there is no payment, or the invited speakers decline it, it is worthwhile to offer a memento in recognition for their service and assistance. It is always pleasant to have one's contribution acknowledged and appreciated — and the speakers will be more likely to accept when they are asked again next time.

One particular problem with 'experts' in small states is that they tend to form part of a small select group of knowledgeable people who are constantly on demand to give lectures, present papers, lead seminars, appear on talk-shows, participate in discussion groups, and generally pronounce themselves even on those issues in which they have no expertise. Some cherish the public exposure, others prefer to limit themselves to those topics they feel fully confident in. Ironically, both positions create difficulties: the first projects the misconceived

idea of expertise when none really exists, the second may be interpreted as snobbery or high-brow stand, with consequent loss of prestige and influence when the services of the more serious individual are really required.

Foreign Experts

Limited local resources make it necessary for small states to engage foreign experts to provide advice, training and support to local personnel. This is a need that most, if not all, small states readily acknowledge but with different attitudes, ranging from adulation to pre-conceived hostility. Usually, however, foreign experts — or to use the more trendy term "consultants" — bring with them specialized knowledge and techniques as well as new concepts and approaches which local officials welcome.

The fact that they are "foreign" and labelled "experts" tends to stimulate and generate support and enthusiasm which local colleagues may find wanting. In insular communities, the foreign consultant's word tends to carry great weight, while the local official who has been providing similar advice — if not in the same jargon — goes unheeded. It is to be assumed that the foreign expert has a specific and significant contribution to make and the senior education administrator should exploit the visit to the maximum benefit of the local educational

Reducing Dependence

Aid will also have to be judged on the extent to which it has helped small states advance from a condition of dependence to one of more independence. There is a strong case for a greater part of aid to be diverted from the functional or operational levels of the educational system, and to be allocated towards the development and/or strengthening of educational decision-making processes and systems. Through such an approach, small states will then be able to develop their own capacity for strategic planning, as well as the tools necessary to diagnose their own problems, and to design and implement strategies which are truly their own.

Bacchus and Brock (eds), (1987) *The Challenge of Scale: Educational Development in the Small States of the Commonwealth*, Commonwealth Secretariat, London.

— In which areas and to what extent does your country's educational system depend on foreign expertise? Do you feel this should be increased or reduced? Why?

system. Otherwise, why seek foreign expert assistance at all?

In answering this question and before seeking foreign expertise, senior education administrators may well ask and evaluate honest answers to the following:

a. Is local expertise really not available?
b. Will the presence of foreign experts support and enhance the standing of local personnel, or will it undermine and lower their morale and status?
c. To what extent will the foreign expert's contribution perpetuate dependency on ideas, concepts, and solutions emanating overseas at the cost of indigenous attempts?

It is unlikely that the answers will point clearly to unmitigated advantages or absolute negative repercussions. However, the questions and the answers will alert senior education administrators to the possible positive as well as negative outcomes of seeking foreign expertise and to prepare for them.

Once the decision is taken that the foreign expert's services are necessary and desirable, senior education administrators will maximize the benefits of the visit through planned and thorough preparations. Attention to the following points will prove useful:

a. The nomination of a local counterpart to co-ordinate the visiting expert's activities, to deal with arising organizational problems, and generally to make it possible for the visitor to concentrate on the assigned tasks rather than be distracted by trivial problems. More important, the local counterpart will be learning from the experience, from the way in which the expert analyses problems and his/her approach in seeking solutions.
b. At the same time ensure that the local counterpart does not monopolize the expert. The latter should be accessible to as many officials as possible, to their ideas and views in order to acquaint himself or herself with every facet of the issues under review. It would be a waste if the expert is exposed to a one-sided or lop-sided view. Special care is to be taken to ensure that the presence of the local counterpart will not inhibit other officials from expressing their candid views and from taking full part in free discussions.
c. It will save time and unnecessary confusion to provide as much advance detail as early as possible to acquaint the visitor with the general aims and specific objectives of the project, and how these fit in the general structure of the country's educational goals. It will

not pay to provide vague objectives and let the visitor discover the details.

d. Consequently, it would be valuable to establish clear indicators of the contribution that the expert is expected to make, and how his/her work fits into other projects that are related to the assignment. This would avoid unnecessary repetition or possible conflict with other projects or personnel.

Early preparation and clear briefings avoid waste of time, energy and funds. Great frustration is generated when an expert's assignment is rendered irrelevant, inadequate or inapplicable to a country's needs as a result of insufficient attention to details. No small country can afford such mishaps.

In addition to the detailed planning that is directly related to the foreign expert's assignment, senior education administrators need to take care of other aspects of the expert's visit. These could include personal matters such as accommodation, especially when the foreign expert is going to have a long stay. For example:

a. Visiting experts will need to be acquainted with important local customs and conventions which, if neglected, will lead to mishaps.
b. They may require assistance to overcome a language barrier.
c. Visiting experts will require advice and assistance with accommodation and other matters such as schooling and domestic help if they are accompanied by their families.
d. The visitors should be fully aware of the financial and other benefits that they are entitled to, the services that are provided free, and those that they are expected to pay for. Indeed, such information should be clearly specified in the contract.
e. Visiting experts should know beforehand when their visit comes to an end and should not be allowed to overstay their term of office unless it is absolutely necessary. The hospitality, the attention and the importance usually given to them by the locals make it very tempting to want to stay on, even when work is complete and their presence is not really required. This may prove detrimental to the local service which should become self-reliant as soon as possible.

Attention, or lack of it, to these important details can enhance or mar an expert's work. Consideration of these points should not be regarded as a form of pampering the foreigner in contrast to the "taken-for-granted" attitude afforded to the locals. It should be seen as an effective and efficient safeguard that enables the country to

derive the maximum benefit from the visitor's expertise by enabling him/her to concentrate on the important facets of the assignment while the secondary details are taken care of by others. Furthermore the wise senior education administrator will regard an expert's assignment as a valuable investment that entails personal, financial, and often political commitments, and that it is in the country's interest to obtain the highest returns possible.

The success or failure of a foreign expert's assignment will reflect in a most significant manner on requests for further aid. However, the main concern of the senior education administrator should be to avoid becoming dependent on any external agency or institution or country. The principal aim should be to become as independent as possible, and as soon as practicable. The external agency or institution must be at the service of the local authority. Co-ordination should be, as far as possible, in the hands of the local personnel. A healthy relationship between the local education service and foreign aid agencies will regard the latter as facilitators who aim at assisting rather than attempting to dominate.

Specialist Training Abroad

Small states, like large developing states, find it necessary to send selected education and administrative officials abroad for specialist training and experience. There are several advantages in this practice, especially when:

a. The limited number of officials requiring training, or the total costs involved, do not justify mounting a course locally.
b. The facilities and the equipment required are not available in the small state.
c. The variety of expertise, the academic level and innovative content of the course offered abroad are of a much higher quality than anything the small country can possibly offer.

Furthermore, specialist training away from the small state can have additional benefits. Trainees will be exposed to administrative, organizational practices, academic ideas and general educational orientations which enrich their personal and professional perspectives. Encounters with professionals from the host country and from other states provide trainees with wider opportunities to exchange views, test techniques and share experiences which eventually can be considered for possible adoption at home.

Participants from different countries studying in foreign instit-

utions often form friendships that last a lifetime and serve as a basis for continued personal and professional exchanges. This type of international interaction helps small states to overcome their tendency for isolation. Furthermore, on their return, trainees bring with them a degree of enthusiasm that, well channelled, can often infect colleagues, leading to situations that can be exploited to introduce innovations and any needed re-organizations.

Many experienced senior education administrators know, however, that the situation is not always so favourable. Sending personnel for specialist training abroad can lead to several management and personal problems. Indeed, some tensions could arise even before the selected candidates depart. For example, it becomes a problem when the non-selected candidates (often fellow officials of the selected person) feel that they have been unfairly treated, that their work and dedication have not been appreciated. Such feelings often lead to apathy and friction in the section. In such cases the most convincing justification depends on the fairness of the selection process. Senior education administrators should also stress that investment in training abroad is to be regarded as an asset to the whole sector, to the educational system as a whole, not merely as a favour to individuals.

Another problem arises when the selected candidates hold key positions which have to be catered for by colleagues less competent and when one official's departure results in extra workloads for already harassed colleagues. This is always a difficult situation which, one assumes, senior officials would have already evaluated with the conclusion that the payoff on the official's return will compensate for any temporary shortcomings. It may be flattering to feel indispensable, but practical precautions should be taken to train replacements or deputies and ensure that the whole section will not come to a halt when a key official leaves for any length of time. On the other hand, when handled well, long absences can serve as a positive impetus for younger staff to gain experience and demonstrate their talents.

Returned Scholarship Holders

The problems following a trainee's return may prove even more daunting. For example, returning officials bring with them the expertise and the desire to apply it at the highest degree, even if the educational system of the small state and the community at large are not yet ready for it. For instance, the returning test-construction expert may want to implement non-selection procedures which are alien to the highly selective orientations of the community. In such

cases, it will be the job of the senior education administrator to persuade his/her new expert that rather than attempt to do away with examinations altogether, the primary task would be to re-orientate the teachers and re-educate the parents away from rigid selectivity towards continuous assessment.

Such a task may not have the immediate results that the returning official would wish for. In the long run, however, it may prove more effective, even if it is more arduous in terms of personal competence and persuasive skills. These have to be carefully applied also with local politicians who, cautious about their popular base, will be wary of educational and social tremours that may upset their constituents. In small states where education is often not only centralized but also politicized, the strong desire for change by enthusiastic trainees returning from overseas has to be toned down by the more down-to-earth, if cautious attitudes of senior education officials.

Additional problems arise when the full utilization of the returning experts' competencies depends on ancillary staff support and equipment which the small country lacks or cannot afford. The situation becomes most problematic when the concepts and applications learned abroad prove alien to the small country's beliefs and aspirations. In such cases it will be the task of the senior education administrator to support the work of the returning officials in a manner that encourages them not to give up, but to adapt their knowledge and techniques within the existing limitations of the small country. Returning scholarship holders will be encouraged to seek indigenous and practical solutions even when these do not reach the ideal propositions of their specialized training. Continued support and encouragement by the senior education administrator is essential even on the personal level.

Following a stay in the often sophisticated academic and social life of an economically advanced country, many returning officials find conditions in the small home country restrictive, the ideas of the locals rather obtuse and social attitudes inhibiting. They often find the research facilities, the working conditions and the salaries inferior to those offered in the training institutions abroad. These factors constitute a constant attraction to return to the more enticing metropolis, especially when they lack job-fulfilment at home. This pull is reinforced further when the trainees meet and marry foreign partners who, following the initial euphoric period in the small states, start clamouring to return "home".

Needs and Risks

For both administrators and teachers in all countries, opportunities of release from routine duties in order to reflect on their work and acquiring new skills are vital, not only for personal development but also for staff development in general. The smaller the country, in terms both of economy and demography, the more difficult it is for staff to be released. In many cases there may be only one person looking after a key specialism, in which case release may require buying in a replacement. This not only doubles the cost but runs the risk of further external influence that may be inappropriate.

> Brock, Colin, (1987), "The Educational Context" in Bacchus and Brock (eds) *The Challenge of Scale*, Commonwealth Secretariat, London.

— To what extent does your country appreciate the need for the re-training of education personnel, even when these hold important and demanding posts?

— How many and how often do high officials in your country have opportunities to attend re-training programmes?

There is no simple or easy answer to such problems. For example, it has been proved over and over again that "bonding" scholarship holders is not a very effective way to make them return. Perhaps, the most effective precautions can be taken at the time of interviewing candidates to ensure that selection depends not only on academic and technical competence, but also on the candidates' maturity, personality, as well as on their commitment to the education service, to the people working in it and, above all, to the country's students. When small states award scholarships they are investing in the system as well as in the individual. It should be clearly explained to the individuals concerned that training abroad would benefit the trainees who, in turn, are expected to work for the educational system.

Many senior education administrators will not find such attitudes strange. Probably they themselves have been on specialist training abroad, and while they found the experience most beneficial and exhilarating, they are glad to be back home making a special input into their country's educational service. The desire to re-visit the metropolis occasionally will still be there, but the commitment to stay home is complete.

Careful screening at the time of selection is essential and

interviewing boards can ensure that candidates selected for training abroad should:

a. Have the intellectual calibre and technical competence to carry out their studies successfully;
b. Have enough staying power to overcome the initial loneliness that inhabitants of small states suffer when they move to the impersonal metropolis of larger states;
c. Have a strong commitment to return home and have enough resistance against the potential benefits of staying away.

On the Trainee's Return

The time immediately following the officials' return from specialized training is also crucial. Senior education administrators must offer subtle but firm guidance. On the one hand they may have to contain the enthusiasm of the returning officials so that they will not appear as all-knowing experts and, perhaps unwittingly, alienate their colleagues. On the other hand senior education administrators should not dampen the returning official's zeal for innovation in a manner that frustrates. On the whole, however, one extremely positive and successful method to enthuse returning scholarship holders is to encourage them to share their newly acquired expertise with others. Normally, they would be glad and proud to expose their ideas and demonstrate their knowledge and skills to their colleagues. At the same time, returning officials must learn how to wait for the appropriate occasion to implement their newly acquired ideas and techniques, how to handle snide remarks from colleagues who may be jealous or feel threatened. They must learn not to get easily frustrated by lack of support services or by the shortage of specialized equipment. Senior education administrators themselves must not feel threatened by the returning specialists; they will act as their subordinates' mentors, neither exploiting, nor suffocating their enthusiasm. It is a time when the senior education administrators have to acknowledge their limited expertise in a particular field, but at the same time demonstrate the ability to lead wisely, firmly, with great understanding.

FOLLOW-UP ACTIVITIES

Activity One: A Training Schedule

Consider the following training schedule and evaluate its practical application in your particular organizational set-up. Perhaps you can ask one or two of your colleagues to do the same in order to compare and discuss notes.

Director-General of Education: one international conference per year.

Deputy/Assistant Director of Education (Academic and Administrative): one international conference or short course per year.

Education Officers (Academic and Executive Officers): one international conference or training course every three years.

Heads of School: one local workshop or seminar every two years.

Deputy Heads of School: one local workshop or seminar every three years.

Teachers: one local workshop or short course every three years.

Clerical Staff: one local workshop or short course every five years.

Present your evaluation as a memo to your Head of Personnel, giving reasons for supporting or rejecting the proposed training periods, especially from the practical application point of view. Can you think of non-formal professional development activities to substitute the above?

Activity Two: Training Courses Priorities

In your opinion, what should be the content and structure of workshops, seminars and short training courses, organized locally for specified groups?

Following discussions with some of the incumbents identified in Activity One, list in order of priority the topics that they consider as most important for inclusion as part of their In-Service Education and Training programmes.

Activity Three:
Case Study: Teachers for Special Schools

The shortage of teachers in special schools for the handicapped has always been acute. The Department has invariably found it difficult to recruit teachers for this sector, and when it did and sent them for specialist training abroad, many found the strain too demanding. After a few years' service, most teachers ask for and are granted transfers to the normal schools.

To compound the problem, in the last ten years there has been a break in sending teachers of the handicapped for training abroad with the result that out of the 102 teachers presently serving, there are only 28 specially trained. The rest are teachers who have been attracted partly by the desire to teach disadvantaged children, and partly by the generous allowance attached to the job. As the senior official responsible for these schools you are extremely dissatisfied with the situation, and you have been harping on anyone who would listen about the necessity of doing something to solve this urgent problem. The new Minister of Education has been persuaded of the urgency of the problem and has asked you to make specific proposals on how it can be solved.

You believe that the most effective way would be to send untrained teachers for studies abroad, as used to happen in the past. However, on closer inspection, you realize that such a solution would not be very practical for the following reasons:

a. The schools for the handicapped would lose many of their teachers and there is no likelihood that they could be replaced overnight.
b. Not all the teachers would be prepared to go abroad for specialist training and you have no clear indication how many would want to go.
c. The cost would be prohibitive, local sources together with foreign aid will never muster enough funds to provide overseas training to so many people at the same time. Staggering would prolong the training over too long a period.
d. The specialist training cannot be identical for all teachers, and a breakdown shows that at least seven, possibly eight categories of different specialities are involved. These range from teachers for the hearing impaired to teachers for severely disturbed children. To send a group, one after another, would take ages.

An alternative possibility is to mount a course locally, utilizing the

resources of the teachers training college and the lectures in psychology there. You know, however, that while their knowledge in general psychology is advanced, their expertise in special education is limited. You could participate as a tutor in such a course but, then again, your specialization is in just two areas and you could not adequately cover the rest. There is also the problem of time. Like the college lecturers, you are extremely busy, and will be hard pressed to add on such a load of extra teaching hours to your already over-loaded working day.

In spite of the many difficulties, you have to make proposals since:

a. The problem is urgent;
b. The Minister of Education has acknowledged it and this favourable opportunity may not arise again;
c. The specially trained teachers are continuously on the decrease and, if no new ones are trained, the whole sector will lose any expertise it now has.

Plan a draft course of action and discuss its implementation with colleagues.

Activity Four:

Discuss the value and practical implementation (e.g. costs, availability of trainees, replacements) of the following forms of INSET for small specialist groups of teachers:

a. Seminars and conferences;
b. Attachments, for a short period of time, to locally or foreign-based institutions;
c. Study leave;
d. Self-learning packages and distance learning.

Chapter Seven

Administering Educational Resources

This final chapter deals with the administration of material resources. It suggests procedures that small states can adopt to establish needs, to determine priorities and to procure the required equipment. It also suggests measures that senior educational administrators in small states can take to avoid unfair practices which create suspicions of malpractices and cause unnecessary tension in situations where incomplete information and rumours travel fast. In the confined circumstances of small states, rumours create doubts about correct procedures and raise questions on the credibility of honest officials. Finally, it deals with the merits of small school-based resource units and the need of avoiding dependence on restrictive foreign sources.

Encouraging Innovators

A major challenge facing the senior education administrator in small states stems from the chronic shortage of funds for the resources required by the various sectors of the educational system. Administrative attitudes and bureaucratic procedures which are often a relic of the bigger ex-colonial power compound the problem. These render most cumbersome the process of acquiring and distributing available resources. Some officials are so obtuse that even when clear evidence that educational materials provide valuable and long-term effects, and that equipment compensates for the dire shortage of staff, they still obstruct or delay procurement. Such behaviour usually originates from officials who:

a. Have conservative views and reject innovations;
b. Do not fully understand and appreciate the value of the equipment and therefore do not see the need for it;
c. Lack the required knowledge and skills to operate new equipment and see it as a threat;

d. Are too lazy to carry out the necessary work and hide behind bureaucractic red-tape.

Two or three obstructive officials can clog the resource plans of a small educational system and, therefore, it is up to the responsible senior education administrator to encourage the more enterprizing officials and to neutralize delaying tactics. The latter should not be allowed to wear out the enthusiasm of their progressive colleagues.

Preserving the System

The insecurity of managers often stems from fear of the unknown and discomfort with ambiguity. This leads to a lack of flexibility and many rigid rules and regulations. Preserving the system tends to be more important than serving the customer and getting the job done. There is an unwillingness to take risks; when decisions have to be made, the data will be analyzed, debated, and worked for fear of making a mistake or hope that the problem will go away....

Individual barriers may be supported and perpetuated by organization norms and values, either explicit or implicit. For example, an activity orientation, instead of an organization-results orientation, supports an emphasis on individual functions: managers think only of their unit or themselves and are not committed to the success of the whole organization. When this condition exists, there is considerable blaming and little co-operation.

Beck, A.C. and Hillmar, E.D., (1986), *Positive Management Practices; Bringing Out the Best in Organisation and People*, Jossey-Bass, San Francisco.

— If you examine your own attitude to innovation, can you trace elements of insecurity? How widespread are such attitudes among your colleagues? What can you and your colleagues do to minimize barriers to innovation?

Resources Advisory Committees

Even when senior education administrators themselves are aware and appreciate the value of educational resources, they may not find the time to look into details of selecting, obtaining and distributing the required equipment and software. In the circumstances, one is tempted to rely on the knowledge and advice of friends and trustworthy colleagues. These, however, may or may not be the best source of advice. A more practical approach will be to establish an

advisory group of experts drawn from the state's general civil service, the educational sector and the community at large. High officials in small states are able to establish reliable contacts within the mini-society and soon become acquainted with the major sources of expertise in the country (or know someone who knows someone who is an expert) and who, through personal or official contacts, will accept to serve on advisory committees.

It will be prudent to take two main precautions here:

a. Members serving on advisory committees which deal with the purchase or hire of materials should not themselves have any financial interests in the firms that are likely to be involved in the award of contracts. In a small country where the number of experts in any particular field are few, such a rule will limit even further the choice of individuals. In the long run it will save much speculation and litigation about malpractices. The real worth of an advisory group's work rests in the assurance that it provides genuine expert knowledge and has ethical credibility. The committee and the educational service must not be suspected of foul play.
b. The advisory group's time and energy must be vigorously protected so that members can concentrate on the important tasks of establishing policy, setting priorities, distinguishing between the real against the simulated urgency of requests, and determining the type of equipment that provides the best service within the current budgetary constraints. Therefore, senior education administrators who wish to retain the service of advisory committees, ensure that the terms of reference will not include involvement in the detailed execution of policy since the more high-powered the members, the more pressing are the demands on their time. Junior officials in the educational service should be able to carry out the preparatory details, such as establishing the availability and operational conditions of existing resources. The latter should also be able to carry out any follow-up action recommended by the advisory group.

At the initial stages, the process of setting up a resources or equipment advisory committee will appear more time consuming and cumbersome than getting on with the job oneself. However, in the long run and as the workings of the group become efficient, the benefits become apparent.

a. The advisory committee provides the cumulative expertise of

several knowledgeable and experienced people. It is unlikely that the educational service in a small state would employ experts in all the technical and commercial aspects associated with its resource requirements. The educational service needs to draw upon the expertise available in the wider community.

b. The group introduces an element of anonymity through collective decision making, thus overcoming the personalization and consequential pressure that face officials working on their own. In small states, as in big ones, unfair pressure can be brought to bear on officials responsible for the issue and award of tenders, purchases etc.; in small states, the pressure can be more acute owing to the proximity of the members in society. Similarly, pressure can be made by institutions or individuals to obtain resources in preference to others who need them more urgently. It will reduce pressure on individual officials if they feel shielded by the collective decisions of the committee since, in the transparent bureaucracies of small states, it is important to avoid giving the impression that one supplier, or one institution, is being preferred to others. Those who follow the rules will feel most unfairly treated when they discover that others who put pressure, have influential friends, or cry out loudest, will get the attention and procure the goods while those who need them most are ignored. Indeed, 'jumping-the-queue' or attempts to do so are contagious, and senior education administrators will do well to avoid the frustration and disgruntlement that usually ensue from unfair treatment.

c. A committee of influential citizens and officials are able to 'persuade' lazy or unco-operative functionaries to do their duty much more forcibly than an individual official operating on a one-to-one basis. The group's influential impact takes special significance when dealing with unsympathetic or obstinate officials from other ministries who delay or obstruct the procurement of needed materials.

Having established an advisory committee, senior education administrators need not abrogate or abandon all responsibilities to it. In those small states where travel is not too difficult, it should be possible for senior officials to make occasional on-the-spot inspections. Such visits will provide them with first hand knowledge about actual needs. It would also provide the people making requests with the opportunity to justify their requirements, opinions and concerns.

Equally important, on-the-spot visits advertize the fact that the senior education administrators take personal interest in matters that fall under their realm, and that they can investigate on their own rather than follow slavishly the advice of committees. Of course, such action needs to be carried out with the greatest tact to avoid giving the slightest indication that they do not trust the committee's recommendations, otherwise they will soon discover that there are no longer any committees to provide advice.

How Equipment Can Work Better for You

Any type of equipment will only do what you want it to do if:

- — you understand the nature of the problem to be tackled
- — you have thought through what you want from the system
- — you have explained clearly what you want to (the equipment) experts
- — you can afford to buy the system
- — you really want the system to do what you have asked for
- — the experts have understood what you want and how your organization works
- — you can find the system that will do all that you want
- — you are willing to co-operate in obtaining, installing and modifying it
- — your staff understand what the system should do
- — you are willing to adopt and adapt the new system
- — you can operate the system fully
- — the system really is designed to do what the manufacturers/experts claim, and
- — it actually works

Streatfield, David and Foreman, Derek, (1987), *Making It Work*, N F E R, Berks (UK).

- — Do you feel that the people you work with generally appreciate the value of educational equipment, and at the same time do not regard it as a superficial solution?

Implementing Policy

Once the advisory committee makes its recommendations, the implementation process by the officials responsible for resources or stores should become a matter of routine. They would be required to:

a. Purchase the needed equipment according to the recommended

specifications as speedily as possible;
b. Distribute stocks fairly and quickly;
c. Keep consumable stocks at adequate levels without unnecessary hoarding in schools and at central stores;
d. Follow established procedures and record keeping without unnecessary red-tape;
e. Establish accountability to avoid waste;
f. Regularly review projections for future needs so that parts are available when required, and so that equipment is not left idle.

The question of keeping adequate stores is complex for all states. It takes on major proportions for small educational systems which cannot afford to tie up large sums of money in replacement stocks and storage space but which, at the same time, have to ensure that valuable and limited equipment is functional at all times. Some countries insist that the local commercial suppliers who are awarded government contracts stock reasonable amounts of spare parts.

Other small states find it useful to keep open accounts with commercial suppliers in larger countries and only order stocks when needed. Careful budgeting may show that even if overseas phone-calls and air-freight are extremely costly, they may prove cheaper than storing expensive spares that may never be needed. Such procedures may sound strange to officials who are more accustomed to traditional procurement and storing policies. Indeed, in some instances it may be necessary to alter established public service regulations. However, it will be worthwhile for small states which require only limited number of certain items, to benefit from improved communications with larger countries and alter their purchasing procedures accordingly.

National Resource Centres

Dilemmas arise with decisions about whether to set up a national Resource Centre that is strategically located and equipped to cater for all teaching and learning resource needed in schools. Thus, for example, if a school requires enlarged or reduced photocopies, or special stencil-cutting, or a set of charts, the Resource Centre could provide the service. In theory this sounds admirable; in practice things do not always work very smoothly. Bookings for services, travel to and from a centre especially in widely dispersed areas, waiting for one's turn, and arguments about work that is not carried out as requested, often drastically reduce the Centre's effectiveness.

Teachers' Resource Centres

A function of the work Teachers' Resource Centres could be to provide a resource area, space within the Centre, where a collection of teaching resources could be displayed, stored, worked with and possibly borrowed. Classification categories of such a collection might include:

Printed Materials	*Individualized Study Materials*	*Curriculum Materials*
Books	Topic boxes	New curricula
Periodicals	Resource boxes	New curriculum materials
Newspapers	Prepared units of work	
Clippings	Work cards	
Documents	Starter units and ideas	
Protected Media	*Large Scale Visual Aids*	*Media From Real And Simulated Life*
Filmstrips		
Slides	Maps and globes	Models
Tape-slide programmes	Charts	Artefacts
Loop films	Posters	Specimens
8mm and 16mm films	Drawings	Manipulative toys including puppets
Video tapes and cassettes	Pictures	Instructional games and puzzles
Audio tapes and cassettes	Paintings	
Records	Photographs	

Kahn, H. (1984), *Handbook on Teachers' Resource Centres*, Commonwealth Secretariat, London.

— Does your country have a national resource centre for teachers? To what extent is the provision of the above services catered for in the education system?

Overhead costs for the maintenance of the physical plant and the salaries of permanent personnel can incur hidden costs that offset the advantages of centralization. Some small educational systems have discovered that with the availability of minuturized and modern electronic equipment (where it can be installed) it is more advantageous to develop small school-based resource centres. National Resource Centres may serve as showpieces to impress foreign visitors and can be handy to produce propaganda material for the Department, but they rarely serve the needs of individual schools to the extent that is originally planned or hoped for. Furthermore, central facilities often syphon off valuable personnel and funds from the schools, while the possibilities of centrally supplied 'specialized' services may actually inhibit or discourage local initiatives.

National Resource Centres do offer certain advantages, such as the services of video, film and record libraries, as well as specialist advice and repairs of equipment. However, small educational systems might well investigate the advantages and disadvantages of establishing or maintaining their services and running costs in contrast to the possibility of establishing smaller school-based units, particularly if the latter serve to encourage local initiatives and self-sufficiency.

Foreign Aid

Most developing countries rely on foreign aid as a major provider of educational resources. However, the supply of free or low-cost educational hardware and software can have mixed blessings. It does release pressure on the shortage of funds, and allows developing countries, especially small developing countries, to acquire resources which otherwise they would find difficult to purchase.

At the same time, it is often the case of accepting what is on offer, rather than what is really required and is most suitable for their needs. Senior education administrators negotiating foreign assistance soon discover that it can be one of their most sensitive and delicate responsibilities. They have to exercise great tact and caution to obtain the best possible resources their country needs and, at the same time, do it in a way that will not sour the relations with the aid agencies. They have to avoid arrogance so as not to offend the donor countries, and be equally careful not to beg — a stance that could offend national pride.

When contemplating requests for aid, it will be helpful to consider the following questions:

a. Does the educational system really require the equipment/resource material, or is it desired as a status symbol, or simply because it is free?
b. Is the equipment/resource material compatible with that already in use?
c. Does it create the need for new types of expensive spares that are different from the existing ones?
d. Will the use of the new equipment/resource material involve staff in lengthy and expensive re-training programmes that do not justify its acquisition?
e. Does the agreement contain specified or hidden conditions to purchase spares from one supplier or from one country with substantially higher costs that neutralize any initial savings?
f. Will the donations tie down the small state to one type or one supplier of software and hardware, thus limiting the benefits of wider and possibly better sources?

Bearing Gifts

Great care is necessary to ensure that any educational project for which aid is being sought will be cost effective. While the capital cost of a project might be met from an external source, the recurrent cost has to be found locally. Therefore in any educational project attention must be focused not only on the size of the external aid packet but also on the long-term financial commitment which this is likely to have on the recurrent budget of the country.

* * * * *

The fact that these nations are so small and yet enjoy political independence is likely to increase the desire of larger nations to seek a diplomatic 'quid pro quo' for any help that they might offer. This increases their vulnerability to external forces and the agencies of the more powerful nation states, as well as large international organizations.

Bacchus, Kazim and Brock, Colin (eds) (1987), *The Challenge of Scale - Educational Development in the Small States of the Commonwealth*, Commonwealth Secretariat, London.

— To what extent do these observations apply to your country? Can you think of specific examples to support your views?

Offers of foreign assistance can be made with the best intentions. However, where it is not in the country's best interest to accept aid,

the senior education administrator had better aim to obtain aid in the form of funds with no strings attached. This would enable the small state to procure the equipment and resource material that it requires most, from sources that are most suitable. Such a policy would be in line with the aim of reducing, not increasing, material and intellectual dependence on larger and more developed countries.

Diversity of Choice

Nationally there is a need to widen small countries' area of choice by maintaining their options and diversifying the range of possibilities open to them. Maintenance of options includes taking care to avoid committing themselves to specialized courses and facilities whose output and use cannot be adapted to other purposes as change takes place. They should also beware, for example, of loading themselves into inflexible types of specialized equipment such as educational computers for which only one form of software of a non-interchangeable variety is available. Diversification will involve attempts to lessen dependence on particular sou s of supply of goods and materials used in the education system or articular overseas assistance donors. Small countries must search l dternatives and exercise choice if they are to gain greater control ov their own destinies.

Educational Development: The Small States of the Commonwealth, Report of a Pan-Commonwealth Experts Meeting, Mauritius, 19-27 November 1985, Commonwealth Secretariat, London.

Overcoming Material Limitations

Most small states find themselves in constrained economic situations which make it impossible to acquire the amount and the type of material resources they desire and require. Such constraints cause great frustration where one estimates, for example, that one piece of sophisticated hardware can substitute five or six individuals, who in turn can be released for more 'human' related work. Wishful thinking, however, will neither solve the problem nor make it go away.

Senior education administrators in most small states accept the fact that they have to make do without many of the sophisticated and elaborate services that more affluent countries afford. At the same time, many recognize that they can overcome some of the limitations, especially those imposed by scarce material resources, be resorting to the ingenuity, the initiative and the sheer hard work of their staff. Many senior education administrators in small states manage to

achieve educational and administrative goals by supporting and reinforcing human endeavour. For example:

a. They encourage individual and institutional growth through regular evaluation exercises of the various sectors in the system in order to identify both strengths and weaknesses. As early as possible, they take the appropriate action to publicize the strengths and remedy the weaknesses.
b. They attempt to overcome restricted promotion openings by introducing short-term contractual agreements with individuals who are assigned specific tasks against extra remuneration. They encourage innovations to come forward with ideas for which they are rewarded, as well as reinforce the principle of accountability among those who are tempted to slack.
c. They encourage staff to participate in professional development programmes as an investment in their personal growth and that of their institution. They accept that such investment can include time, energy and ideas as well as money spent, say, in fees for courses.

In conclusion, officials who work in the educational systems of small states recognize that the people with whom they work are the most valuable resource. Senior education administrators who acknowledge this fact are less likely to become overwhelmed by the limitations and the problems. They can rely on the enterprise and the resourcefulness of their staff and the community. They discover that in most cases human resources overcome serious material limitations.

FOLLOW-UP ACTIVITIES

Activity One:
Plan a detailed strategy for setting up an equipment procuring advisory committee, taking into account the following:

- its composition: to include members representing educational institutions which may be interested and the type of experts that should be asked to contribute (any of the latter may change, depending on the type of equipment being considered);
- its terms of reference;
- the communication processes between the committee and the bodies requesting equipment;
- the frequency, the place, the dates and the times of meetings;
- the administrative and secretarial assistance it may require;
- the procedures to be followed by the committee to communicate its recommendations;
- the non-committee officials who will be responsible for carrying out the committee's recommendations;
- whether remuneration or honoraria will be offered, and at what rate;
- date-lines that have to be met;
- possible objections from individuals or institutions against the inclusion of certain members of the committee and your answers to these objections.

Invite one or two senior colleagues to carry out the same exercise and compare notes.

Activity Two:
Obtain copies of the instructions or regulations governing the procurement, storing and distribution of stock presently employed in your educational system. Following consultations with the people involved, analyse the procedures and make recommendations to eliminate unnecessary red-tape as much as possible.

Again, discuss your recommendations with the officials involved in order to obtain their reactions and recommendations.

Activity Three:
Case Study: Computer Studies
As the Education Officer responsible for the Upper Secondary sector you have devoted a great deal of time and energy to provide adequate

Computer Studies facilities for students in these schools. You are convinced that the national education service urgently requires organized, well-run Computer Studies programmes both for the personal needs of individual students as well as for national development.

The students are certainly keen, to the extent that many of them already study the subject on their own with private, so-called Computer Schools. In fact, these are nothing more than one-room affairs where two or three machines have been installed and 'tuition' is provided by salesmen of the computer agencies who are just interested in selling their ware. In spite of their dubious educational value, private 'computer schools' are in great demand and have become quite lucrative enterprises.

You firmly believe that the educational system can provide a much better service and have been working towards this end for the last four years. Three months ago you achieved a major coup when the Minister of Education approved the allocation of the equivalent of $100,000 to establish computer studies departments in the country's four Upper Secondaries. This sum has been matched by another $100,000 donated by a foreign aid agency. Most of the $200,000 can be devoted to the purchase of equipment.

Over the years, you have been working quietly creating physical space, ordering furniture, training teachers and recruiting staff. You have researched extensively and, with expert advice, identified the system that will best serve the schools' particular requirements. The computer studies programme can be launched as soon as the Personal Computers become available.

Quite suddenly all your plans and optimism have been squashed by a joint Ministry of Trade and Ministry of Finance directive prohibiting all government departments from purchasing any further computer hardware and software until a clear and definite national policy is established to ensure computer compatibility and cost-effectiveness.

Your enquiries show that many government departments have been buying computers indiscriminately from various sources and often at the whim and particular preferences of individuals. As a result, most of the machines are incompatible with the one in the next office so that programming and data for one computer practically cannot be used anywhere else. In view of the reigning confusion, you can appreciate the reasoning behind the intentions to introduce a more rational and unified approach.

What you find particularly disappointing and frustrating is that the ignorance or negligence of others will cause another very long delay before the Computer Studies programme can get under way. You find it very difficult to reconcile yourself to this fact and you have been considering four major options:

a. Going ahead and ordering the equipment anyway, be prepared to face the storm later and hope that your arguments and the envisioned educational benefits would overcome the wrath of the officials at the Ministries of Trade and Finance;
b. Forcing the issue by persuading the aid agency to make the donation specific hardware rather than in cash; this development would most likely force the purchasing section of the Department to limit itself to the same equipment and its software. But you have no guarantee of this.
c. Waiting patiently until clear directions from the competent authorities are in force and hoping that in the meantime improved hardware and software would become available at a cheaper price, allowing you to provide a more extensive service.
d. Resigning from the service, and starting your own private Computer School.

What will your choice be? Do you have any other alternative? In any case, justify your decision.

Activity Four:
Draw up a list of equipment and resource material that should be made available in small school-based resource units. Draw up one list for primary, and another list for secondary schools, categorizing resources under three headings:

a. Essential;
b. Highly desirable;
c. Will-be-good-to-have.

Check your priorities with those of other heads of section and headteachers and compare notes. Consider whether your education system would benefit more from one national Resource Centre.

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In 1987 the Commonwealth Secretariat published *The Challenge of Scale* (editors Kazim Bacchus and Colin Brock). This was an introductory volume to a series of publications to focus on the impact of scale on national education systems in the small states of the Commonwealth. This handbook concentrates on the demands which are placed on senior administrators who have to undertake a variety of tasks by virtue of a limited range of specialist skills and departments in small state systems. It recognizes the very special demands placed on senior managers who live and work in societies distinguished by closely knit, highly personalized networks. It also highlights the vital importance of overseas linkages and their implication for the work of the educational administrator.

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